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ABSTRACT

The series of essays contained in this monograph are designed to probe analytically some of the major concerns associated with internships. Discussed in section one are the components of the internship triangle: colleges and universities, sponsoring agencies, and students. Five additional essays follow in section two dealing with problems in program administration: recruitment and selection, academic credit and stipends, internship financing, relating theory to practice, and program evaluation. The conclusion summarizes some philosophical concerns of internship administrators and suggests probable future prospects and trends. (Author/MSE)

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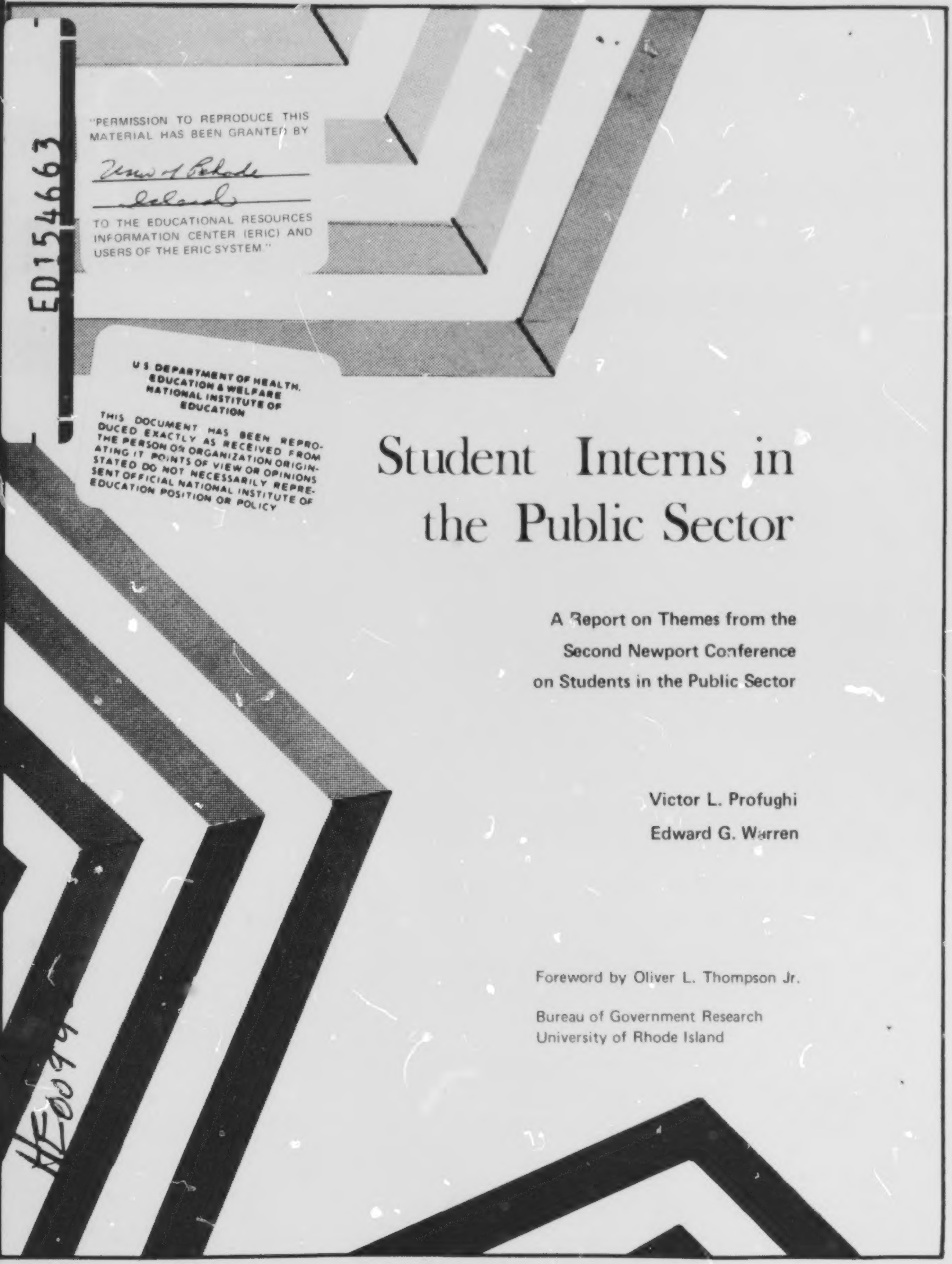

Student Interns in the Public Sector

A Report on Themes from the Second Newport Conference on Students in the Public Sector

Victor L. Profughi
Edward G. Warren

Foreword by Oliver L. Thompson Jr.

Bureau of Government Research
University of Rhode Island

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Victor L. Profughi and Edward G. Warren

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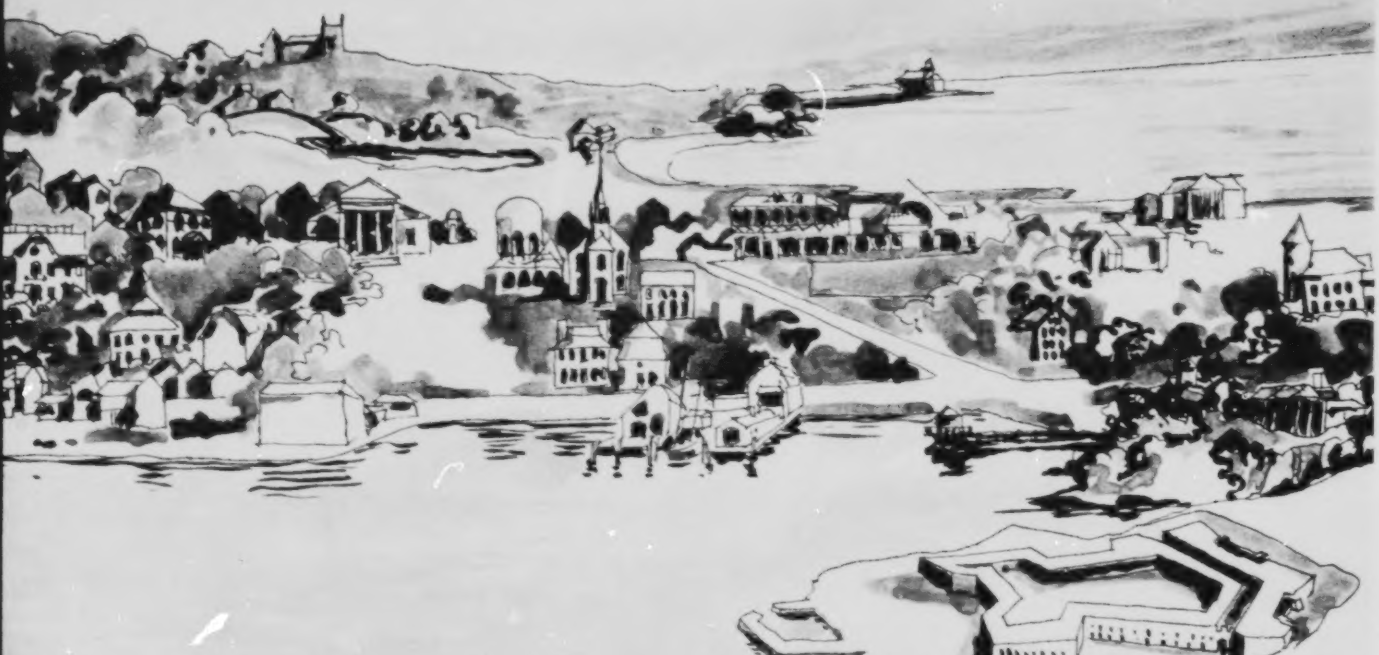
V.L.P.
E.G.W.

Newport, Rhode Island, one of the nation's oldest cities, site of the Second Conference on Students In the Public Sector.

NEWPORT
RHODE ISLAND



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State of Rhode Island and Providence Plantations

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PREFACE

When legislation was introduced in the 1969 session to create the Rhode Island Commission on State Government Internships, it was my hope as sponsor of the legislation, as well as an educator, that this program would be a model of interaction between the practical life of the political leader and the more theoretical and scholarly concerns of the academic community.

These high hopes have been realized to an extraordinary degree during the past seven years that this program has been in operation. It has enabled hundreds of students to obtain an insight into the actual working of our state government and has been an important element in enabling the political and intellectual communities in Rhode Island to interact. It is my judgment that a better balance and understanding has been achieved between theoretical and practical dimensions. The political leaders of the state have had an opportunity to see at first hand the kinds of assistance which the academic community, both teacher and student, have to offer in the area of public service. At the same time both faculty and students have acquired a greater appreciation of the complexity and the pressures under which political leaders operate on a daily basis.

It has given me great personal satisfaction as Chairman of the Commission throughout its entire existence to observe how well my colleagues in the General Assembly and my colleagues in academia can work together to fulfill a common goal. My own personal awareness of the great values which these diverse areas can and indeed ought to share with each other has been continuously reinforced by the Rhode Island State Government Internship Program.

The success of this program has depended upon the cooperation of a large number of unusually well qualified and dedicated individuals. We have continuously had the support of the governors, both Frank Licht, during whose administration the program began, and Governor Philip W. Noel, under whose present administration it has continued with great success. We have also enjoyed the wholehearted support of Lieutenant Governor J. Joseph Garrahy and former Speaker of the House Joseph A. Bevilacqua. Their continued assistance has been essential to the program's success. In mentioning these individuals by name, there is no implication that there are not many others who have contributed their time and talent. Leaders of both houses, committee chairmen, and many other state officials have been most generous and without their help the program would not be the success it has been.

There has to be a special word of recognition and thanks to Dr. Victor L. Profughi who, throughout the entire program, has been Chairman of the Academic Advisory Committee. He has ensured the high academic quality of the experience.

Lastly and most especially, there must be recognition of the unique role played by the Honorable Oliver L. Thompson, Jr., who personally combines the best qualities of a political leader and an educator. As the commission's administrator of the program, he has over the past several years been responsible for its success to a higher degree than any other individual. His dedication, imagination and hard work have been the cement which has held the internship program together.

Senator Robert J. McKenna
Chairman

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FOREWORD

Blending the academic and the practical brings about a useful and valuable educational experience. With this philosophy in mind persons concerned with field experience met in Lexington, Kentucky in October, 1971 at a nationwide conference initiated by Robert F. Sexton, then associated with the Kentucky State Internship Program. It was here that the idea for a follow-up conference at Newport, Rhode Island was suggested.

Soon after Professor Victor Profughi and I returned to Rhode Island, I talked with Samuel DiSano, Jr., then coordinator of the Governor's Committee on Youth Opportunities, about such a conference. He thought it was a good idea and shared his views with Lt. Governor J. Joseph Garrahy, who concurred. Within a few weeks planning for the conference was well on its way. Under the Lieutenant Governor's auspices a coordinating and planning group was established, the Lieutenant Governor serving as Chairman and Senator Robert J. McKenna as the Vice-Chairman. Other members of the group were Frederick Williamson, Director, Department of Community Affairs; Samuel DiSano, Jr., Chief, Youth Opportunities Division, Department of Community Affairs; Richard Sylvestre, Coordinator for Inter-Governmental Relations for the Department of Community Affairs; Herman Rose, Principal Planner, Department of Community Affairs; Professor Arthur English, Political Science Department, South-Eastern Massachusetts University; and Professor Victor Profughi, Department of Political Science, Rhode Island College. I also was a member of the planning group.

In September 1972, the first Newport Conference was successfully held. Thirty-two states and many different kinds of programs were represented. The intense interest and dedication of those present both at Lexington and at Newport in the development and improvement of internship programs indicated that there existed a continuing need for national conferences where ideas could be exchanged on the "how and why" of internships. On the basis of their experience with the first conference, the planning group determined that a second conference should concentrate on the practical aspects of program administration rather than on the theory of internships.

The Second Newport Conference on "Students in the Public Sector" was held in October, 1974 with the same planning group at the helm. Once again I served as Conference Director. In attendance at the second conference were representatives from twenty-three states, thirty colleges or universities, and twenty-one different programs, an excellent cross section of those involved across the country in intern programs.

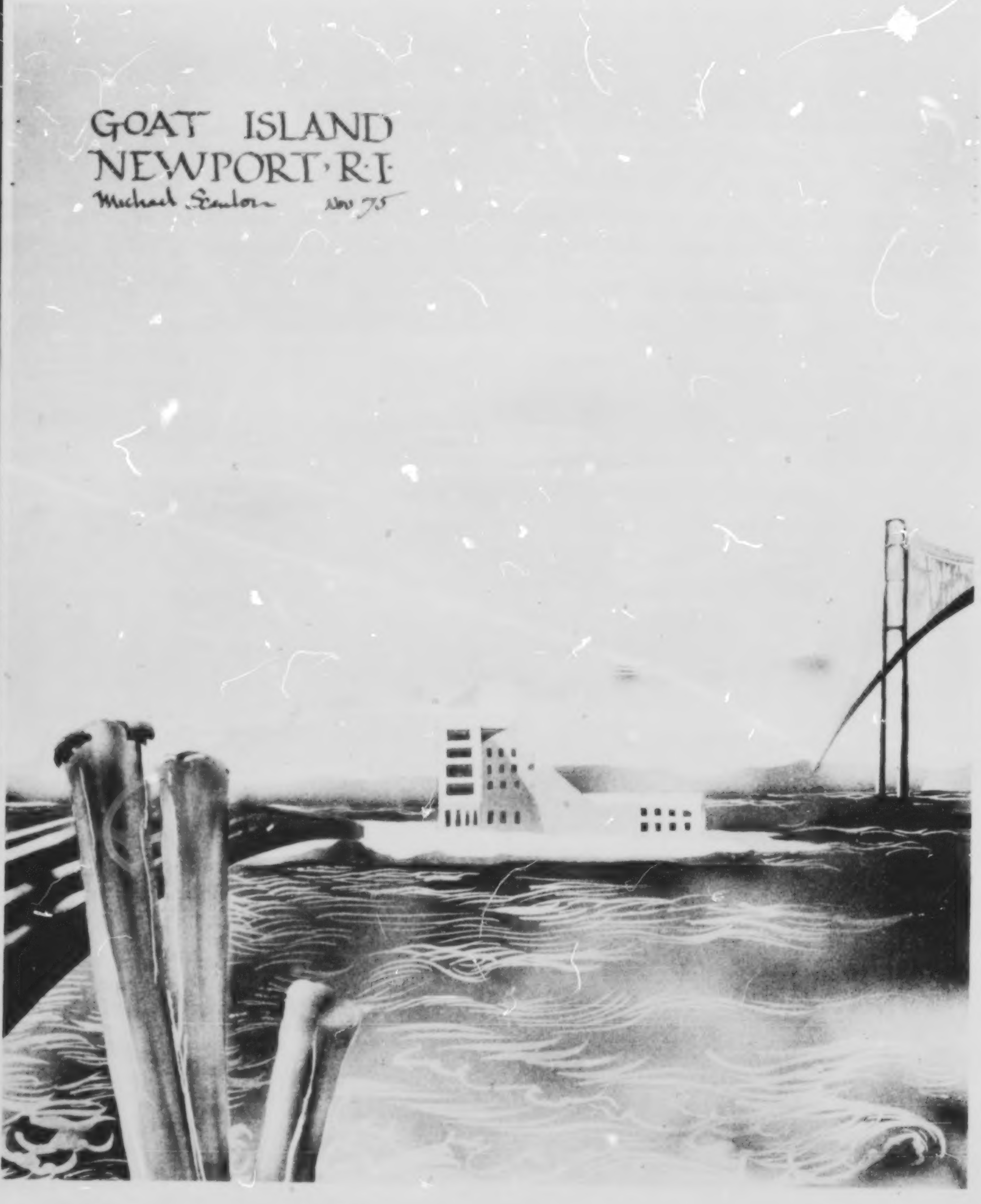
Fifty-nine percent of the participants responded to a post conference questionnaire developed by Professor Edward Warren of Nichols College. Those replying appear to have found the conference enjoyable, rewarding, and informative. Respondents indicated that the conference was valuable and timely, reflecting the growing need for greater communication between internship coordinators throughout the nation. Many made helpful and constructive suggestions for future conferences of this sort. Some representative comments included: "Excellent program!"; "Took home valuable ideas that made the whole conference worthwhile"; "A solid and rewarding program"; "Expectations were more than fulfilled"; "Your Newport Conference was a leader in the field"; "Such conferences are essential."

No one person can run a successful conference; it takes many willing and dedicated people. I was fortunate in working with a committee made up of individuals who not only labored long and hard but also established goals which they saw attained. They are the unsung heroes who did the many tasks that were not glamorous but had to be done. Without the help of all of the committee members the job could not have been completed. In addition to the members of the planning committee mentioned above, special thanks should be extended to the Honorable Philip W. Noel, Governor, for his assistance in financing the conference and the publication of this monograph.

As successful as the Second Newport Conference may have been, its results would soon be lost without a summary of the major themes suggested at the sessions. As we evaluated what took place at Newport in the weeks after the conference conclusion, we decided that the best way to make a lasting contribution to the state of knowledge about internship programs was to develop and publish a monograph centered around topics dealt with at Newport. Professors Victor Profughi and Edward Warren agreed to undertake this task and the Bureau of Government Research at the University of Rhode Island expressed interest in publishing a monograph about the Newport Conference and concepts in the field of experiential education. Under my continual prodding Professors Profughi and Warren have gone beyond a mere description of what occurred at Newport. Their monograph is a close look at the stage of internship program development and administration as it exists in the United States today. We are indebted to them for a job well done.

Honorable Oliver L. Thompson, Jr.
Executive Secretary
Rhode Island State Government
Internship Commission

Conference location:
Sheraton-Islander Inn,
Goat Island, Newport.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Michael Scanlon Nov 75

INTRODUCTION

Robert L. Sigmon, Director of the North Carolina Internship Office, has correctly pointed out that, "Education has long been practiced as the provision of knowledge and wisdom to passive recipients isolated in the classrooms from the realities and vagaries of public life."[1] Field experiences are a major alternative to the traditional form of education described by Sigmon. The internship is one example of an atypical approach to learning that attempts to relate textbook theory to the broader context in which students will find themselves after leaving the campus.

The word "Internship" is taken from professional education, especially medicine, where it has meant a period of post-degree observation and practice by, for example, the prospective physician, carried out in a supervised setting under the guidance of regular staff. Today, student interns are found in an ever growing number of academic areas both as a part of professional education and in arts and science majors as well.

The internship experience, wherever it is found, is based upon a triangular relationship among students, universities, and host agencies. Each portion of the triangle is complementary to the others, and all must derive benefits from the relationships developed through the experience. Internships exist when students take part in off-campus work that is jointly supervised by academics and agency personnel in which the students perform designated tasks for their host agencies over an extended period of time. The State of Minnesota, in its internship manual, emphasizes that, "Internship programs are designed to be learning experiences -- an application of knowing about something to actually knowing something."[2]

Monograph: Purposes and Format

The series of essays contained in this monograph are designed to probe analytically some of the major concerns associated with internships. The themes were suggested by presentations and discussions that occurred at the Second Conference on Students in the Public Sector held in Newport, Rhode Island in October, 1974.

Subsequent to this introduction the monograph is divided into two parts and a concluding essay. Discussed in Section I are the components of the internship triangle: (1) colleges and universities; (2) sponsoring agencies; and (3) students. Five additional essays follow in Section II dealing with problems in program administration. These include recruitment and selection, academic credit and stipends, internship financing, relating theory to practice, and program evaluation. The conclusion first summarizes some philosophical concerns of internship administrators and then suggests probable future prospects and trends.

Perspectives on The History and Development of Public Service Internships

The belief that formal education should not be confined to the campus is not a new one. Historically, apprenticeships have represented the entry point to a variety of professions, with classroom instruction being a relatively modern adjunct in such fields as medicine, law, nursing, dentistry, and education. However, the modern internship used as a pedagogical device to complement campus study is relatively new. For example, in a 1949 study published by the Citizenship Clearing House Thomas and Doris Reed were able to discover only one college offering political internships.[3]

No thorough historical description of the development of public service internships is available. The wide variety of programs with a public service orientation mitigates undertaking such a task here. Professor Bernard C. Hennessy, however, provides a brief discussion of the development of one type of public service field experience, the political internship, in the decade 1955 to 1965. Hennessy points out that while the early 1950's saw the emergence of the American Political Science Association's Congressional Internship Program for college teachers, Ph.D. candidates, and journalists, graduate and undergraduate programs continued to be scarce until 1958. In that year the National Center for Education in Politics (NCEP) secured a grant from the Falk Foundation that was earmarked exclusively for undergraduate student internships. At the same time, the Ford Foundation expanded its support for graduate programs modeled after a pilot effort it had assisted earlier in California. Between 1958 and 1966 nearly 2,200 students took part in NCEP internships. All but a handful of whom were undergraduates. In approximately the same time frame nearly 400 graduate students participated in legislative internship programs supported by the Ford Foundation.[4]

By 1969 the "Golden Era" of political internships was at an end and Hennessy was observing, "The excitement about political internships has waned, and the increase in numbers of internships has slowed."[5]

Despite the turn of events he was not pessimistic about the future of internships, however, as he prophesied, "I believe this to be a temporary cooling toward the use of political participant-observation." [6]

He was correct. A resurgence of interest in internship possibilities surfaced in Lexington, Kentucky at the Kentucky Conference on Students in Government which took place in October, 1971. Bringing together people from diverse programs, the range of participants suggested that in the seventies internships would have a much broader base than they had in the late fifties and early sixties.

An outgrowth of the conference was the creation of the National Planning Committee on Internship and Fellowship Programs, which ultimately became the National Center for Public Service Internships. The Center, with headquarters in Washington, D. C., has as its purposes coordinating information on internship programs, rendering technical assistance wherever possible, providing information on prospective financial support, and disseminating data on research in the internship field. Its principal means of communication has been the Public Service Internship News which recently underwent a name change to Experiential Education.

Believing that additional opportunities for face to face contact among program administrators would result in productive exchanges of information, the Rhode Island Commission on State Government Internships sponsored a First National Conference on Students in the Public Sector in September, 1972, approximately one year after the Lexington meeting. The conference was successful and a second one was set for the fall of 1974.

Meeting at the Sheraton-Islander Inn at Newport, Rhode Island, October 6, 7, 8, 66 persons engaged in a dynamic discussion of issues and problems relating to internship experiences. The conference participants once again illustrated the broad spectrum of current public service internships. There were representatives at Newport from graduate, undergraduate, and high school programs, as well as participants from both the public and private sectors.

Types of Internships

The Subcommittee on Information Needs and Information Systems of the National Center for Public Service Internships has recognized the growing diversity of functioning internship programs in the mid-1970's. It recently reported, "Internships can be classified in different ways, each having implications for designing an information system: (1) Internships offered for the academic objectives of the system (i.e., a specific research project for an academic course); (2) Internships undertaken exclusively for the 'experience' itself frequently referred to as "experimental learning'; (3) Internships offered for their service element to the off-campus agency; (4) Internships undertaken for the career experimentation of the student; (5) A variety of the above." [7]

Robert L. Sigmon has developed a classification scheme which is more helpful in familiarizing persons with the great variety of program styles now in use. He identifies the major types as (1) the theory to practice relater, (2) students as manpower, (3) the financial aid option, (4) voluntary action programs, and (5) student problem solvers.[8]

The theory to practice relater type is probably the most common and oldest style of internship. It is commonly an integral part of such professional studies as education, social work,public administration, urban affairs, and planning. As Sigmon points out, "These programs basically structure a 'field experience' or 'practicum' at the conclusion of academic study." [9]

Another experiential learning style that has existed at least since the start of the century is the student as manpower. In this type of internship emphasis is placed upon doing good work on the job. Vocational or career learning may be an essential goal, but funds are provided by the employer and success is measured most frequently in his terms. Cooperative education is one example of the student as manpower type in which students alternate periods of on-campus study with an off-campus work placement.

Beginning with engineering students in 1906 at the University of Cincinnati, the cooperative movement grew slowly until the 1960's when the Cooperative Education Association was established. Federal grants encouraged further development when they became available in 1969 under the Higher Education Act. This growth is evident in a comparison between 1950 and 1970. Only 35 colleges and universities had cooperative education in 1950 but over 200 adopted programs by 1970, nearly two-thirds of them in business and liberal arts areas. As the number of liberal arts colleges participating multiplies, it is likely that emphasis upon serving principally as a placement service, "filling slots," will decrease and the importance of academic concerns increase.[10]

Most of the expanding number of national, state, and local government internship programs are additional examples of the student as manpower. Frequently in these experiences, according to Sigmon, "The basic rationale is for the student to do some work."[11]

The third type of internship, the financial aid option, is largely the result of the College Work Study Program, which is intended to provide financial assistance for low-income students. Because of their work they are able to study and stay in school. Unfortunately in its first years work and study were virtually independent of each other, and the program might better have been called student exploitation. More recently, through the efforts of groups such as the Urban Corps and progressive student employment officers on campuses, a greater proportion of work-study students are being placed in the community; nevertheless as recently as 1974 only 11.1 percent of the 560,000 work-study jobs were off-campus.[12]

Voluntary action programs are self-explanatory -- students work as volunteers usually for only a few hours a week. According to Sigmon 75 percent of them work less than two hours each week, and most receive neither academic supervision nor credit.[13] A fifth style identified by Sigmon is that of the student problem solver. In this type of internship students, faculty, and community residents work together to resolve problems which have been identified by those living in the community. For example, a neighborhood may be endangered by banks "redlining" mortgages. Through cooperative efforts the actions of banks could be documented and public opinion beyond the community aroused to reduce or eliminate this practice of descriminating against certain low income neighborhoods in granting mortgages.

The Service Learning Ideal

Considering the variations in style and diversity of internship programs that now exist, it is reasonable to ask whether a model for experiential learning exists. The North Carolina Internship Office has developed a conceptual framework called service learning which is workable and can serve as a useful guideline for program developers and administrators.[14] Service learning takes place only when a needed public task is performed simultaneously with conscious educational growth on the part of the student. Internships meeting the standards of the model must incorporate several distinctive characteristics including:

(1) a clearly defined task;
(2) explicitly stated learning objectives to be met by the student;
(3) joint sponsorship by both an agency and an educational institution;
(4) academic input and review through siminars;
(5) definitely anticipated results, both in work produced for the host agency and in meeting educational goals for the college and the student;
(6) learning contracts that define roles, goals, and obligations of all three parties: students, agencies, and schools.

The incorporation of these characteristics in program design and implementation should result in an effective internship, regardless of the style or scope of the program.

An integral part of the service-learning ideal (and a method for assisting with smooth program administration) is the learning contract, a relatively new means for establishing formalized links among interns, academic advisors, and field sponsors. In many instances where contract learning is used, the student may generate his own outside work position in a government agency or business concern. In other situations the college or university may have made arrangements with a variety of agencies and the student contacts one of these for a position.

What distinguishes this approach to internship administration is the contractualized nature of the student-faculty-agency relationship. For example, the student in his part of the written contract specifies what his learning objectives are and what he hopes to gain from the alternate learning experience. The field supervisor in his part of the contract states clearly the required duties and hours of the intern, and the faculty advisor in his part of the contract sets certain standards for any written work which must be completed by the student and any other related assignments for which the intern is to be responsible.

Additionally the faculty advisor acts as a referee between the intern and agency, ironing out any difficulties either party might have. Finally, the academic advisor will determine a grade for the student based on the field supervisor's evaluation (including a suggested grade), the student's written assignments, and the student's own evaluation of his performance.

The best feature of this approach is the attempt to clearly demarcate both student and agency responsibilities. One of the most difficult problems in field experience learning is the evaluation process. Frequently either the student might not perform his tasks adequately, or an agency might not provide any educational or meaningful work for the student. Often this occurs not because of any bad faith on the part of either the agency or the student but because of a lack of clear understanding as to the requirements for each party. The increasing use of the learning contract device can help eliminate misunderstanding in intern-sponsor relationships and it may facilitate better means of evaluation and accountability in programs. (An example of a learning contract is incorporated in the appendix.)

Values of Internships

Georgetown University's Dean of the Graduate School of Public Affairs, Donald Herzberg, pointed out in a major Newport conference address that successful internships require three ingredients: (1) bright students, (2) sympathetic hosts, and (3) an academic base. A carefully structured program, such as one that follows the service learning model, will provide benefits for each of the elements in the triangle. In those internships which are an integral part of professional preparation the field experience provides the student with an opportunity to discover whether or not a vocational goal is the correct one. Internships also give arts and science students a break from the routine of traditional class work and permit them to develop appropriate contacts that may subsequently develop into full-time positions. The latter is a factor of no little significance to the students, especially when the economy is in a period of recession. The extent to which an internship program should be an employment agency is debatable; however, no matter how the question is answered, field placements will inevitably be involved in the employment picture whatever the program's stated intentions.

The carefully designed internship is of benefit not only to the student but to the educational institution as well. Classroom discussions will be more dynamic and students more alert. Internships also provide a bridge between the academic world -- far too often isolated from the community at large -- and the remainder of society whose values the educational institution preserves, shapes, and passes on. This connecting link is, in fact, a two-way street which fuses the larger community to an academic perspective and expertise. The community, in turn, is a resource for the campus providing technical assistance and possible adjunct faculty.

The sponsoring agency benefits from a well managed program by obtaining young talent and new ideas, as well as inexpensive labor. Robert L. Sigmon puts the potential values to the sponsor very well, "It is my belief that direct involvement of the young with responsibilities in the public sector conducted with style will not only be a surprise for the young, but will be 'some tremendous thing' for those of us not so young anymore." [15]

Dean Herzberg's three ingredients for successful internship programs (bright students, sympathetic hosts, and an academic base) will continue into the future. What will change, as Herzberg stressed at Newport, is the degree of sophistication in the implementation of these programs. The essays that follow in Section I describe and analyze in turn each of Herzberg's internship triangle elements.

SECTION I

THE INTERNSHIP TRIANGLE

Chapter I

The Academic Institution

Internship programs can have as their administrative base either an off-campus location or they may be housed at an academic institution. Successful examples of both exist. The most effective efforts, wherever the focal point of administration may be, bridge the gap between the academic world and what agency heads like to call "the real world," a term which goes quite some distance towards explaining why it is frequently difficult to develop satisfactory working relationships between academics and practitioners. Practitioners look upon educational establishments as "think tanks," centered on basic research, largely theoretical and entirely irrelevant to the problems they face daily.

Conversely, consumer advocate Ralph Nader points out that on the campuses, "field experience has had trouble because it has never been able to be explained in terms of conventional standards of higher education."[1] Colleges and universities are steeped in a tradition that formal education is to be equated with readings, library research, seminars, and tutorials. Consequently, a faculty instilled with this customary view of the educational process recoginizes only with great difficulty the potential contributions of student involvement in college supervised activities outside of normal formats, a fact especially true in the non-vocationally oriented arts and science disciplines.

Definitions and conceptions of internships vary. In part these differences may depend upon the base from which the definition is developed. In a paper presented to a group of political scientists attending a conference on teaching political science in the small college, Professor Sydney Wise of Franklin and Marshall College provides a typical summary of the essential ingredients as seen by the academic community: (1) the internship is a real work situation as distinguished from speculation or simulation; (2) it provides an opportunity for the student to participate on the same basis as other workers; and (3) it presents the student with an opportunity for the systematic and continuous examination of the experience in relation to generalization of the academic subject matter.[2]

For internship experiences incorporating these characteristics to emerge on the campus, it is essential to find committed advocates who will assume the responsibility of recruiting faculty, student, and agency support. Although any portion of the faculty-student-agency triangle might provide an integrating link, it is the college community which should be best equipped to do so. It is here that the student mass is readily available, in many instances anxious to put into practice classroom experiences; furthermore, many agency heads have at least some familiarity with the academic community, if for no other reason than that they hold degrees themselves. Additionally, however scarce resources may be on the college campus, they are likely to be more abundant there than they are in many potential host agencies. It is also the college which makes great pretentions of having a world view, the commitment to education and change, and (especially in the case of state supported schools) an obligation to help meet the needs of society--a task that can hardly be performed without engaging in cooperative efforts between the academic institutions and other social institutions.

Establishing quality control, effective program leadership, and capable supervision techniques, will help in securing the support of major college administrators for the internship concept. Frequently, college presidents and academic deans do not think through the relationships between off-campus experiences and the purposes of their institutions, but if a curriculum that will meet the goals of the college is to incorporate field experiences it is essential that these top campus administrators be involved in making decisions on the extent and type of community involvement desirable.

In practical terms, a campus curriculum committee, which can hold the key to the possibility of success for an internship program by its power to approve or not approve a proposed course offering or authorization for academic credit, may include strong representation from academics who are skeptical of this type of educational format. In setting a tone for student involvement deans and presidents can bring together the segments of the educational enterprise to plan and coordinate, they can lend moral support and provide institutional resources, and they can help to relieve pressures from academic purists who cannot conceive of internships as having a place in the curriculum of other than professional programs.

Some schools, like Mars Hill College, Mars Hill, North Carolina, have decided after years of operating with traditional curricula that a major commitment to field experiences was necessary to recruit and prepare the type of student required to meet the needs of today's society. From their origin other institutions such as Illinois' Sangamon State University have built into the curricula field experiences for students and faculty alike. Additional schools, many of them urban based, are assuming a new responsibility for providing service to the community of which they are an integral part, and this commitment is leading naturally to extensive student participation and observation within the community. Rhode Island College, for example, is a liberal arts college that is currently developing a cooperative education model with liberal arts credit as an option.

Whatever the route followed, master-planning is essential. Throughout the development and implementation stages the college which accepts field experiences as an appropriate extension of the campus into the community should devise a "clearinghouse" to assure quality control and monitor field experiences. Community agencies and groups have neither the time nor the inclination to differentiate among programs, and if they experience an unsatisfactory relationship with one student in an isolated instance, a lack of confidence in internships may carry over to all college-related programs; therefore, it is in the school's interest to insist upon quality throughout.

However involved in field experiences a college or university chooses to become, for most institutions work off-campus will be only one of several options available to students; not all colleges are willing or able to become involved in these experiences, and most will find it unrealistic to follow in the footsteps of Mars Hill or Sangamon State, although these schools can serve as useful models for some.

For the typical academic institution to function in a well-rounded manner, University of Massachusetts Vice President Peter Edelman, in his key-note address at the Newport Conference, called for a flexible campus atmosphere that permits both traditional and innovative programs to thrive simultaneously. Edelman identified three types of flexibility which schools should adopt. These included: (1) flexibility of time (offering courses at night or at other times when internship students can enroll); (2) flexibility of place (making available classroom facilities where they are needed); and (3) flexibility in scheduling patterns (eliminating "block scheduling" and reducing the number of required courses).

However, in the final analysis it is the faculty advisor who will design the specific field experience components, develop enthusiastic support for them among his colleagues, and provide day to day administration. Once the extent of the school's involvement with internships has been determined, the administration has a responsibility to support the faculty who will represent it as academic advisors. These persons must be recruited and supported through an appropriate reward system. In addition, policy decisions regarding academic credit and stipends for students must also be made within the university framework. A discussion of questions relating to these issues follows.

The Academic Advisor

Without a faculty member capable and willing to supervise the program conscientiously all of the careful planning will result in failure. Realistically, on most campuses a majority of the faculty are unsuited to serve as academic advisors for internship programs. They have little or no interest in them and may see internship coordination as, at best, an unpleasant task to be undertaken reluctantly. Success in the faculty role calls for a person who can be accepted both because of his academic preparation and because the individual is able to speak the language of the agency heads with whom he must work. One way to develop this communication skill is to have had previous agency experience, perhaps through an internship. Professor Sydney Wise, former director of the Pennsylvania Center for Education in Politics, is one of many who believe that those supervising students on the job should first have experienced internships. In Wise's words, "The fact that the professor is known to the prospective employer as one who knows the ropes and genuinely understands the problems of that employer heightens immeasurably the possibility of effective communications."[3]

Whether or not internship experiences are absolute requirements for successful advisors they do provide a set of credentials with which potential hosts can identify. Additionally, familiarity with agency needs and interests, as well as the personality traits of directors, are invaluable in helping to satisfactorily match students and sponsoring agencies. Generating positions for future placements is also obviously a much simpler task if the academic advisor has the confidence and respect of the community.

Professor Bernard Hennessy expressed well the importance of having persons with proper qualities as faculty advisors when he wrote, "The internship manager must have detailed knowledge of the political situation in advance of the time when the intern enters that setting."[4]

Professor Joseph C. Honan, in a paper presented at Newport, called these ideal campus advisors "aggressive" coordinators.[5] More likely then not, they have had the practical experience which Wise and Hennessy see as being essential. In addition they will, in Honan's judgment, be dynamic teachers who are committed to experiential learning. An "aggressive" will also insist upon successful placements which are carefully monitored. Thomas Williams, in a paper delivered to the 1974 National Conference on Public Administration, goes on to outline several tasks that will be performed by the coordinator once positions have been identified and initial placement made. At this stage the coordinator becomes a partner of the student and agency in supervision. The duties include working with students to define goals and objectives and to insure academic quality, maintaining close contact with interns, helping them maximize their learning opportunities, serving as a counseling resource, and establishing procedures for evaluating the internship.[6]

To insure academic quality the faculty advisor also acquaints students with the program's scholastic requirements, such as keeping journals or logs and writing papers. If seminars are an integral part of the experience the purpose of the seminar, its format, reading assignments and any other requirements relating to the seminar are explained. Periodic meetings with both the student and agency sponsor, coupled with on the scene visits, are additional key parts of the academic's responsibilities. Through these devices the faculty member may be able to identify problems relating to the sponsor or the nature of the work assignment. Dealing with students will frequently be a new experience for sponsors and the advice of a faculty member on how to relate to interns will be welcomed by many. Answering one of the most frequently asked questions by field supervisor's, "What do I do with the intern?" is yet another way the campus advisor can assist agencies hosting students. The faculty member also should be prepared to discuss the theoretical presuppositions of the program and relate these in concrete terms to the agency. Evaluation will be discussed in more detail subsequently; however undertaken, it too is ultimately a responsibility of the academic advisor.

Bernard Hennessy provides an excellent summary of the responsibilities of the academic coordinator, "...he must have a definite understanding with the intern and political principal regarding expectations and responsibilities; he must have periodic interaction with the intern during his assignment; and he must remain in ultimate control of all intern operations."[7]

Faculty Recruitment and Rewards

Not all coordinators undertake their tasks with the zeal, enthusiasm and interest envisioned by Honan. Unquestionably aggressive coordination is the preferred style. Unfortunately, there was general agreement among those at the Newport Conference that the current recruitment pattern and reward system used in higher education fails to serve as an incentive for faculty to adopt the behavior patterns of the "agressive." In the current flooded market Ph.D.'s are virtually mandatory for employment in higher education. Yet, the Ph.D. is a research degree, not necessarily compatible with an interest in the supervision of internships, but holders of this degree dominate the campus. At the same time, some persons with excellent credentials who have been employed previously by governmental agencies are seeking work in the academic world after being caught in shifts or freezes in agency budgets. Potentially, they represent a pool of experienced personnel that is available for supervisory purposes. Unfortunately, job experience does not insure that a person will make a quality advisor. Interest may be absent and, even more significantly from the college's point of view, teaching experience, familiarity with the academic literature, and an appropriate degree for college level teaching may be lacking.

In recruiting quality faculty supervisors, cross-currents of supply and need are at work. The academic reward system poses a slightly different problem for the development of aggressive coordinators. The college or university has an obligation to reward its entire faculty fairly. Rank, salary, and merit increases are customarily based upon such traditional measures of productivity as the publication of scholarly books and articles, the presentation of papers at professional conferences (attended by peers) and, occasionally, teaching effectiveness. These devices useful for evaluating traditional education, fail to give adequate weight to supervisory responsibilities. However brilliant the academic advisor may be, it is his time that must be devoted to supervising students, developing liaison between university and agencies, and maintaining contacts in the community.

Without recognition of these factors in the evaluation process, aggressive coordinators emerge at their own expense. This situation serves to encourage academics to function as a second type of coordinator; one that might be called a "*laissez faire*" type. Such a person will administer a program competently and probably has some interest in internships. However, the "aggressive's" enthusiasm is lacking. Students are routinely assigned, it is assumed that they are doing satisfactorily, and evaluation is based primarily upon completion of an academic paper or project. Such a behavior pattern may prove satisfactory for self-starting, competent, and innovative students, but is not adequate for all students in a major program. However, from the faculty member's point of view such behavior is perfectly rational. He may continue to write and meet all of the traditional requirements of his academic profession, dabble in internship coordination, and receive the pay increases and promotions which come as a result of publication.

It is evident that academic advisors play a central role in college-related programs. To assure the quality of supervision desired, colleges must develop techniques to adequately reward internship program administrators and supervisors. Unless this is done, campus internships will limp along at the expense of a few enthusiastic faculty who will have to be content with the non-material benefits of their involvement. Thomas Williams notes three such possible rewards. First, faculty advisors frequently meet professional colleagues from outside the academic arena; secondly, these outside contacts can provide new experiences and opportunities for research and learning that can "pay off" in the traditional reward scheme of higher education; and, finally, agency contacts often serve to improve the quality of classroom instruction.[8]

Chapter 2

The Sponsoring Agency

Agencies currently involved in internship programs cover a wide range -- all levels of government, private organizations (both profit and non-profit), political parties, and community action groups. Public sector internships have traditionally been primarily governmental in sponsorship; here too a considerable diversity of sponsors exists. The Newport Conference was designed to bring together sponsors from the entire spectrum of public sector efforts. It was successful in doing this by involving at least 21 different agency sponsors, varying from urban programs making placements as diverse as the painting of murals in government buildings, to the more traditional executive, legislative, and administrative programs. Drawing from a study by Professor Sydney Wise, Hirschfield and Adler commenting on the City University of New York experience reported:

> We discovered that the range of political internships available locally was far greater than that at the State or national level. Opportunities were present with a variety of political offices and administrative agencies... The range of subjects covered by local officials and bureaucrats is frequently no less broad than that of their counterparts at other levels of the governmental system. However, the size of offices is smaller, interns are closer geographically to constituencies, and require less time to acclimate to strange surroundings so that they can spend full time focusing on their internship experiences.[1]

In a companion article, Ronald Hedlund concluded, "More important in determining the significance of an internship than the level of government in which the intern serves, are factors like the access and responsibilities given the intern and his personal skills and goals."[2] Not surprisingly, Hedlund discovered that prestigious offices with considerable responsibility for public policy are most likely to assign student-interns to routine research, which exposes students to a narrower range of experiences and isolates them from their political principals (e.g. the governor or mayor). This he found to be true regardless of governmental level.[3] Those at Newport indicated that their experiences were consistent with these findings regarding the type of experiences that are provided by different agencies.

In theory any public agency is capable of serving as the host for student placements. At first glance it may appear that potential sponsors would be eager to involve students since they receive a virtual gift of semi-professional help when they accept interns. In fact, agencies should only participate after they have determined how students will fit into their structure and processes and decide what they expect to derive from the experience. Accepting students will mean becoming involved in formalized education and this requires contact with a new and foreign bureaucracy from the campus. Agency participation will take time; it can also be threatening to an ongoing organization.

An initial question for the agency to consider is whether it really wants to supervise students. As obvious as this may appear as a first step, it may not be a decision that an agency head can make freely. In governmental internships, for example, the motivation for a "program" may be primarily political -- a mayor, legislative leader, or governor decides that acquainting high school or college students with government has public relations value, may create a pool of subsequent campaign workers, and may provide an opportunity to relate the expertise of an academic community to "problems at hand." In such instances the decision to begin is not made by those who will ultimately implement it, and once it has been determined that a program will come into being the decision is followed by a directive to department and division heads to accept those students assigned. The agency then is faced with a situation it neither desires, can afford, nor can effectively control. In such a situation interns themselves are likely to be viewed as intruders and satisfactory staff relationships are unlikely to ever emerge. Unfortunately what has just been described is a fact of life all too real to some of the program directors at Newport. Fortunately it was not the norm, nor was it an approach advocated by any person actively involved in the administration of internships at the conference.

Ideally agency participation in an internship program comes only after department heads and directors have determined how involvement will help them more effectively meet their obligation to function in the public interest. Assuming an agency decides to accept interns it then must determine how students will help it to serve the public. As a guide raising several questions will help. They include: (1) What are the anticipated results of involving interns in the agency? (2) What goals or objectives can be met by students who work with it? (3) What level student will meet the agency's needs? (4) What specialized skills are required to complete the tasks envisioned? (5) Can students be expected to provide these skills? (6) How much time is needed to meet the projected responsibilities?

The quality of work required and type of task to be undertaken will determine the educational level of students sought and the amount of time required.

The anticipated assignments might be primarily observational; or they might also include research on a specific subject with limited goals where both the topic and the objectives are predetermined by the sponsoring agency; or the agency may have a major research project about to begin in which interns may be utilized in the preparation of various portions or phases of the overall study. If professional skills are required, specialized research anticipated, or refined writing demanded, undergraduate students will rarely be in a position to meet the agency needs, and high school students almost never.

In addition to deciding how interns can be used most effectively by them, potential host agencies must also determine how their organization can realistically be linked to campuses in a mutually beneficial relationship. Since the goals, needs and desires of educational institutions are not necessarily compatible with those of other public service agencies, to avoid conflict an agency may insist upon full control over the intern while on an assignment or it may conclude that it cannot accept students. The first course of action is practical when the assignment is virtually a full time one, a salary is involved, and the intern has few, if any, obligations to an academic institution arising from the experience.

Complete agency direction is an approach that has been used successfully, despite the objections of some academics who claim that these opportunities may be useful work experiences and have personal worth but fail to meet the criteria of an internship since the integration of theory and practice is absent. To overcome this objection agencies sometimes develop their own mechanism for integration; advanced graduate students and faculty interns may be capable of performing this role themselves.

Although it is possible to have interns without academic cooperation, for the service learning ideal to be achieved an academic component is required. Furthermore unless the school provides supervision, academic credit will rarely, if ever, be available. The vast majority of interns are students and whether the sponsoring agency desires it or not, most of them will find it desirable to have some type of academic certification appear on their transcript to reflect their experience.

Initially a clear, explicit job description incorporating specific responsibilities will be helpful in avoiding misunderstandings, and without such a statement students should not be accepted by an agency. Similarly, if interns are to be productive, the host must be willing to spend time with both faculty and students, looking upon the internship as a mutual learning experience. One technique that has been effectively used to bring institutions and agencies together is a joint seminar which has as its goals developing a mutual understanding of agency and academic perspectives.

Considering the time, effort, and thinking that an agency should devote before agreeing to be part of an internship program it cannot afford to become a part of this type of educational enterprise unless there are tangible benefits that come with participation. Those agencies that agree to accept students without first thinking through the implications of their role will find that the result will probably fall short of the ideals envisioned by those who promote field experiences as an alternative to traditional education. In a perceptive essay appearing as one of St. John's University's *Papers in Government and Politics*, Thomas P. Murphy identifies the benefits which may come to agencies as a result of their involvement. They include:

(1) *Public Relations*. Agencies are provided with an opportunity to promote their image with the public by indicating their involvement with students. Press releases and photographs can flow freely to the media extolling the virtues of internship programs and prominently mentioning the sponsoring agencies.

(2) *Recruitment*. Some public sector programs have recruitment as their primary goal. Interns are provided with an opportunity to see an agency first; the agency, in turn, can screen potential employees at little or no expense.

(3) *Innovation*. Interns provide "new blood." They may bring a fresh perspective which may result in valuable feedback and ideas.

(4) *Inexpensive Talent*. With adequate supervision and a clear assignment student interns are a source of talent at bargain rates.

(5) *Relationships with Academic Institutions*. Talent and expertise found in college and university faculties is a pool which has been tapped only lightly by the non-academic world. Public sector agencies may find that accepting interns will lead to other, perhaps more productive relationships.[4]

Agency Supervisors and Their Styles

If, after weighing the potential benefits and probably difficulties of accepting students, the agency decides to participate in a cooperative internship program, supervisors who will oversee the work of interns while they are in the agency must then be selected. Candor, an interest in young people, a receptivity to new ideas, and a good sense of humor are among the essential personal qualities required of supervisors in the judgment of the Newport group.

Dean Donald Herzberg and former California legislator, Jess Unruh, underscore the importance of rapport between the faculty advisor and the agency supervisor. "One of the greatest difficulties of intern programs stems directly from the failure of the faculty advisor to discuss adequately with his agency counterpart the academic goals of intern programs."[5] A similar inability on the part of the agency supervisor to appreciate the academic process and relate to it further compounds the problem.

To meet student needs the supervisor frequently finds it necessary to acclimate students to the agency environment. As Professor Wise expressed it, "The pace of the office is anti-intellectual in the sense that any agency is hectic; the transition from clacking mimeograph machines, the chorus of telephones or the persistence of constituents to the mood of quiet contemplation that is the essence of scholarship is simply too great to expect in any short run assignment." [6]

Following the initial agency orientation it is helpful to the student, and less demanding of the supervisor's time, if interns are treated in the same manner as permanent employees. Their specific assignments will normally incorporate a combination of training and responsibility for specific duties; however, students should be shown that routine and menial tasks must be accomplished and that as interns they are expected to contribute to the mundane but essential. Conversely, a good supervisor seeks to assure that students are not limited to running errands ("go fors" in the jargon), but rather have concrete assignments that will meet the personal goals of the student, educational requirements and expectations of the school, and the needs of the agency and supervisor. At Newport there was general agreement that most successful experiences are those in which agency supervisors insist that interns are: (1) introduced to the total agency organization; (2) given definite work assignments, which the student can reasonably be expected to complete within the available time, keeping in mind the level of the student's skills; and (3) provided with opportunities to interact with full-time employees.

Not all supervisors assume the same behavior styles as they work with students. An adaptation of Professor James D. Barber's classification of presidential leadership styles,[7] suggests the range of supervisory conduct and serves as a useful framework for evaluating the probable success of agency sponsors in providing the guidance needed for satisfactory internships. Half of the schema deals with whether the field supervisor takes the initiative, is concerned with the educational development of the intern, and makes an effort to create a work experience for the intern that is educationally stimulating. Such a sponsor may be classified as "active" in an instructional sense. A supervisor with little or no interest in the intern or his educational progress who provides no sequence of tasks which further the intern's growth is "passive."

The second portion of the model reflects the field supervisor's feelings about interns and internships; whether the supervisor has a "positive" or "negative" attitude is judged by whether the task is enjoyable or a chore for him.

Combining these elements the four basic "ideal types" of field supervisors can be delineated:

	POSITIVE	NEGATIVE
ACTIVE		
PASSIVE		

The four potential kinds of supervisors are "active-positive," "active-negative," "passive-positive," and "passive-negative."

The "active-positive" demonstrates an awareness of the instructional nature of the supervisory job, finds the internship rewarding, is an energetic teacher and is genuinely interested in the educational goals which the intern should achieve through the experience. This field supervisor is the best possible type of sponsor and should be actively sought by academic coordinators.

The "active-negative" is aware of the instructional role and performs it adequately; however, there is a tendency to view the internship program as an extra burden, one which may have been assigned but which is not personally stimulating or worthwhile. These individuals will probably be acceptable field supervisors.

"Passive-positives" lack an awareness of the educational requirements of internship supervision and will simply be content to let the intern find his own way. Yet, this type of sponsor when asked will express strong support for the internship concept. Perhaps to this type of sponsor the intern is a symbol of personal prestige, but the student's educational needs are not fulfilled. Sponsors of this sort are less desirable than the "active-postive" or "active-negative" types.

The "passive-negative" has neither an interest in the educational responsibilities of intern sponsorship, nor any enthusiasm for the assignment. Such individuals are the least desirable and once identified should not be asked to serve again.

Matching Supervisor and Intern Styles

Just as patterns in the attitudes and behavior of sponsors can be ascertained so can behavior patterns in interns. Although representative intern styles are "ideal types," which may not be fully recognizable in any one student, they may prove useful in determining or predicting typical intern behavior. Equally important, if a student's style can be successfully matched with sponsor behavior, the value of the internship experience can be maximized by careful pairing of students and sponsors.

"Self-starter" students, who do not require a great deal of supervision or advice, are one type which become involved with field experiences. These persons are self-reliant, confident of their own worth, and will aggressively seek out responsibilities. If necessary these interns can create their own assignments by using the supervisor or other office personnel as resources. Matching a "self-starter" with an "active-negative" or "passive-positive" agency supervisor may be successful because students can create experiences for themselves with only a minimum amount of supervision.

A second type of student applying for internship programs is somewhat less imaginative and aggressive than is the "self-starter". These persons are intensely interested in having a field experience, but because they are less imaginative, careful supervision, guidance, and direction are essential. These interns, "competents," will perform satisfactorily if given a specific assignment and their work is followed closely by the supervisor. Placing "competents" with "active-negative" or "passive-positive" supervisors will probably result in an undesirable situation for the student, agency, or both. However, placement with an "active-positive" agency sponsor may well result in a satisfactory experience for that student.

Two other types of students sometimes apply for internship programs and are occasionally placed with agencies. The "reluctant" displays a more hesitant and passive attitude towards the internship experience, may be overwhelmed by the hectic pace and seeming confusion of the agency; or the reluctant type may make only a tentative commitment to the internship and will not dervive full benefit from the program. Ideally the pre-screening process will eliminate this type of student but for any number of reasons occasionally they are selected. If placed, only "active-positive" field supervisors hold any hope for meeting the needs of these students.

A final student type is the "turned-off," an intern who was probably accepted into the program as a likely candidate but once in the field may manifest emotional problems or become very alienated from agency realities. Once this happens no supervisor should be expected to deal with this student. Rather, the "turned-off" intern should be dropped discreetly from the program.

From the foregoing it should be apparent that by matching anticipated behavior patterns on the part of potential interns with the known "track record" of various sponsors a good working relationship can be achieved. A suggested pattern is illustrated below:

FIELD SPONSOR TYPE	INTERN TYPE*
"Active-positive"	"Self-starter"
	"Competent"
	"Reluctant"
"Active-negative"	"Self-starter"
	"Competent"
"Passive-positive"	"Self-starter"
"Passive-negative"	"Perhaps a "Self-starter"

*"Turned-off" type of intern not included.

Match-ups of this sort can help assure more uniform levels of quality in internship programs that will result in a mutually desirable end-product for both agency and student. The difficulty, of course, lies in determining or predicting intern behavior. Neither the academic advisor nor the agency supervisor may have enough knowledge of the student to predict accurately the student's potential. This may lead to unavoidable mistakes at first, but a cooperative effort can result in the academic advisor developing some expertise in assessing the different types of interns and field sponsors and, as a result, fewer "bad" internship experiences will occur.

Chapter 3

Students As Interns

Internship programs rely upon a series of cooperative triangular relationships incorporating interaction among academic advisors, agency supervisors, and students. Some of the major issues relating to two portions of the triangle, colleges and host agencies, have been discussed in earlier essays. Thus far the academic, ethical, and personal responsibilities of the intern have been neglected. Nor has any attention been paid to the way interns themselves perceive the internship process. This essay deals with both of these matters by: (1) drawing from the Newport conference for a presentation of the basic duties and responsibilities of interns as they were identified by program coordinators in attendance; (2) describing the advice given by North Carolina interns on how to realize the possibilities of service learning and how to get the most from the experience; and (3) presenting four brief case studies in which former Rhode Island State Government Interns discuss their field experiences. Through these three approaches the role and responsibilities of students as administrators see them are discussed and impressions of what students perceive as necessary to provide them with a successful experience are suggested. The individual personality traits and outlooks of interns make their "quality" subject to variation from year to year; therefore it is desirable to identify certain standards of behavior expected of them in their service.

Intern Duties and Responsibilities

Three areas of basic duties and responsibilities for interns can be identified and generalized to a wide variety of programs: (1) the student's responsibility to the academic institution, (2) the student's responsibility to the agency, and (3) the student's responsibility to himself or herself.

In the opinion of the participants at the Newport Conference a "laundry list" of student responsibilities to the academic institution included:

-a recognition and understanding of the educational objectives of the intern experience on the part of the student;

-an ability to state personal objectives for participating in the experience (i.e. what he wants from the internship);

-a consistency in meeting academic requirements including maintaining the daily log (if one is assigned), attending weekly seminars, keeping in touch with the academic advisor and reporting any problems as soon as they arise;

-the determination to stick with the program;

-a capacity to remember that he or she is an unofficial representative of the school;

-a willingness to participate in evaluation of the internship experience so as to improve the program for future interns.

A similar listing of student responsibilities to the sponsoring agency suggested that the student:

-report to work on time, dress responsibly, and act in a professional manner;

-be willing to perform some routine tasks, if asked;

-expect to observe as well as participate in agency activities;

-realize that this is a work situation that is to be taken seriously;

-follow the procedures of the agency;

-be loyal to the agency;

-be confidential about information gained on the job;

-always ask before quoting agency personnel in any research work;

-not expect to solve major problems overnight.

The student also has responsibilities to himself. To fulfill these Newport participants indicated that the student should:

-see that the internship is an educational as well as work experience;

-remember the academic responsibilities that are part of the intern assignment;

-accept work assigned with good grace;

-look for no special favors or treatment;

-be willing to ask questions if an assignment is not understood;

-be aware of the constraints that may prevent an agency from fast action;

-be careful not to be overly aggressive in trying to get things accomplished;

-recognize the need to be rational, impartial, and objective about agency activities;

-avoid becoming over-committed to agency policies or perspectives;

-be willing to evaluate his own performance with some impartiality.

Realizing Intern Possibilities and Making the Most of Them

The North Carolina Internship Office in a booklet, "Service Learning Internships: How to Realize the Possibilities and Make the Most of Them," summarized the results of an intern survey in that state which asked service learning students to provide advice for potential interns. The survey results suggest how students responding to the questionnaire view the internship process. Among the bits of general counsel supplied by North Carolina students for their future colleagues were these comments:

> "Don't be timid. Have as much self-confidence in a new experience as you can muster. The agency is glad to have you, and both you and agency can work together to accomplish something worthwhile."
>
> "Boredom is the most frequent cry of the intern. What most interns don't realize is that most jobs are boring at sometime or another --there are really very, very, very few jobs that are intellectually and personally stimulating and exciting. Once you realize this, it is easier to adjust to an internship without pulling hair because you're not out saving the world each day."
>
> "Make friends with other interns and with agency people; you can learn from both. Use your theory background-- but realize that practice is often more realistic and explanatory. Try not to become too disillusioned when things don't go the way they should. Take advantage of all your opportunities to learn. Your work will give you a basis to view later schooling and later experiences."[1]

The interns identified seven factors as the most important ones for students to consider when selecting an internship: (1) personal interest in the subject matter of the proposed project; (2) the project's educational value; (3) the ability required to complete the project outlined by the host agency; (4) relevance of the project to the needs of the community; (5) supervisor contact; (6) the degree of responsibility given to the intern; and (7) the relationship of the project to the intern's future occupation.[2]

When beginning an internship assignment, the North Carolinians emphasized the importance of immediately researching both the project topic with which the student will be involved and the agency itself. One student commented, "After you obtain an internship, the best way to start is to do some research and determine what has already been done in your area."

Another observed, "Research the project--find out what work has been done in this area - include government pamphlets, university publications, previous intern reports. Become familiar with all the agencies, organizations, etc., who work in this area."

A third student added, "Do some homework on your potential employer. Try to know him better than he knows himself."

In addition to providing advice to their successors the North Carolina students also suggested how they believed interns could evaluate their experiences. They listed what was learned and accomplished on the job as the two most important criteria for the student in determining an internship's value. Additional factors included interesting others in projects, changing attitudes (both their own and those of others), and meeting personal goals.

These North Carolina survey data, only a portion of which has been summarized here, suggest that interns see their internships as a valuable teaching/learning approach, providing students undertaking the experience are willing to capitalize upon the opportunities available. The four short essays which follow were written by Rhode Island State Government Interns. They clarify in greater detail the point of view of interns, especially how they see the relationship between sponsoring agencies and the student intern.

Four Brief Case Studies

The first essay, written by Moira Keane, discusses her experience in a situation where the field supervisor failed to fulfill his role and responsibilities. Ms. Keane's case study illustrates the frustrations which she felt and suggest how the problem was utlimately resolved through an active role on the part of the campus advisor.

State Representative Jeffery J. Teitz, the youngest person ever elected to the Rhode Island General Assembly, contributes the second essay in which he reflects upon his experience as an intern, suggests how this involvement may have had an impact upon his legislative career, and demonstrates how his experience as an intern molded his current role as a supervisor.

The last two essays describe the qualities needed in a good sponsor as these are seen from student perspectives. Margaret A. DeLucia directs her remarks to a single experience, identifying the necessary prerequisites for the development of satisfactory relationships between an intern and a sponsor in a specific situation where the student's sponsor is a single individual (in her case a state legislator). Here mutual trust and understanding between two individuals is essential if the internship is to work.

The final essayist, Charles J. Donchess, explains how interns can determine the vital aspects of a field supervisor's work and suggests how an intern can be most helpful to the agency in order to get the most from his assignment. The development of a close, personal relationship between intern and field supervisor is a key factor for Donchess.

The four essays are reproduced essentially as they were written with only minor editorial revisions in the belief that they are representative of the quality of intern work and reflective of students' opinions as they relate to agency-student relationships.

Internship Expectations and Realities

Moira D. Keane
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My expectations of my internship experience and the expectations of my field sponsor toward my internship tended to be at opposite extremes. I had expected a much more active role on the part of my field sponsor and a much less active role by my academic supervisor. I was under the impression that my academic advisor would serve to guide and direct my project, while my field sponsor would play the most active part, guiding the bulk of the project. In reality, the opposite occurred. From the beginning, my internship was not the ideal example of a functioning work experience in state government.

The different perspectives with which my field sponsor and I approached the internship brought almost immediate conflict. I was assigned to a judge of the Family Court of Rhode Island. At that time the court was far behind in its work and there was a shortage of judges. Two new judges were soon to be appointed to lighten the workload. My sponsor had been ill, so when he came back he had double the amount of work to catch up on. I understood that he was a very busy man.

In our initial encounter, he said that he would be available to talk with me but that there was really no function that I could perform for him because I was not trained in the law. It seemed that the other intern assigned to the Family Court--also a psychology major--had the same problem. Through the course of my internship I realized more and more the importance of the orientation of the court staff to the law, while the contributions of social scientists were often resented. Yet, in a court with social responsibilities as well as legal functions, one would think that a judge would understand why a psychology major was placed as an intern.

Before long I was becoming frustrated with the problems I was having even contacting and speaking with my sponsor. At this time, I consulted with my academic advisor, and we decided to bring the problem to the attention of the program director and academic coordinator suggesting the possibility of either switching into another agency or asking my sponsor for more cooperation. It was getting late for a change and it was time to begin doing some constructive work. I had found the Family Court a fascinating institution to study, and except for the lack of access to, and guidance from, my field sponsor I was content to keep working in the court. I did not want to offend my sponsor by shifting into another agency if there was a less disruptive solution.

Thus I began to depend more on the advice of my academic advisor for the organization of my project through our weekly meetings on campus. We decided that it would be best for me to work on my own on a project that interested me, using my field sponsor as a resource person. I would go to the judge for some assistance, but would not depend on him to assign me specific tasks. I would conduct research on my own using my academic advisor to guide me to information pertaining to the political structure of the state court system and state government in general, which he did. He also acted as a strategist to help alleviate the red tape I encountered in the bureaucratic agencies I had contacted. I had enough knowledge in the field of psychology to advance on my own covering that area of the court's functions.

With the help of my academic advisor I designed a plan of attack for the rest of my internship. I was to spend some time observing the formal/informal functions of the judges in the Family Court. Meanwhile, I made contacts with the supportive personnel and various social welfare agencies upon which the court relied. I studied the general structure and functions of the court first, and then I concentrated on juvenile court cases. I formulated a series of questions from my observations of the judges' daily activities and their decisions in the juvenile cases, which my academic advisor reviewed. We revised these questions to make them more concise.

These questions were to be used in observing each of the judges' styles of handling their caseloads, and in the analysis of their personalities and their characteristic styles of decision-making. I interviewed each judge in turn and also examined some of the areas of court activity which had been criticized in the past, trying to ascertain whether the Family Court was truly carrying out its functions and fulfilling the goals upon which it had been originally founded.

In retrospect I perceive the problem that I was having in my internship as a lack of understanding between my field sponsor and myself. It is interesting to note that the judge complimented me by informing me that I was the best intern he had ever had--and he had many before me--yet, I was very frustrated in my encounters with him. I had expected more of him, and unfortunately I probably gave him the worst evaluation he had ever gotten from any of his interns! It was not that I did not enjoy the man as a source of much knowledge or that I had expected too much of him. I think that the judge was sure he was fulfilling the proper role as a sponsor, although he did not seem to understand clearly what that role was. It may be possible that his responsibilities were never explained to him thoroughly, and after a number of satisfied interns, the intern program directors assumed he was fully aware of them.

I was given the opportunity to observe some cases, and the resulting confrontations between the parties behind closed doors which would not have been open to the public. Also many of the judges cooperated with me during the final interview I conducted with them. I felt that I had learned more of the court processes and the conflicting roles of the social and the law-oriented factions within the court than I would have been aware of otherwise. I saw the important part politics plays in decisions in a court which is supposed to stand for fair, impartial treatment, and why this political involvement is almost unavoidable in the bureaucratic court structures in the United States today.

Although my internship proved to be somewhat of a disappointment at first, I felt in the end that I had had an important exposure to state government and I did thoroughly enjoy my internship. My expectations initially were much different than my actual experience. I became an intern to see the government processes in action, rather than having only a remote classroom impression presented from an academic viewpoint. I wanted firsthand knowledge of the workings of state government and in this I was not disappointed.

I had also hoped that my internship experience would give me a focus for study in my senior year as a psychology major. I felt that the internship could possibly lead to some other challenging work within government. In this direction I was also not disappointed. Because of my internship in the Family Court, I made contact with the Alcoholism Counseling Agency within the court. The agency was looking for an intern to work for it during the summer months on a volunteer basis. I was somewhat reluctant to accept the offer because I did not want to be caught in another position where I would have no work. I explained my reservations to them, and they assured me that I would have the chance to work actively, with supervision, as a volunteer-counselor. I worked for the agency for three days a week throughout the summer, and this did prove to be the fulfillment that I was looking for from my initial experience. Thus, I left the State Government Internship with a feeling of personal accomplishment and a feeling that the opportunity was well worth it, despite the initial aggravations.

Legislator - Sponsor Relationship As Seen By
A Former Intern Turned State Legislator

Honorable Jeffrey J. Teitz
State Representative
Rhode Island

As a former intern, and now an intern field sponsor for the past three years, I have had the unique opportunity to view the program from both perspectives. I first came to the State House as a participant in the Rhode Island Model Legislature, a program designed for high school juniors and seniors. As a "model legislator" I had two weeks of daily exposure to state government, and the opportunity to develop personal ties with many of the legislators. By the end of those two weeks, I was certain that I would be returning to the capitol.

The following year, as a freshman at Brown University, I applied for an internship in the General Assembly. The program provided me with a rare "insider's view" of the operation of the legislature. One of the most interesting opportunities available to the intern is the ability to observe the legislators during their most candid moments in committee and in caucus. At the time I served as an intern, legislative committee meetings were closed to the public. Because committee work is the heart of the legislative process, the intern as a regular observer at committee sessions, could follow the evolution of major legislation. Central to any political process is the network of personal relationships which develops among the participants. This is seldom seen by the outside world. The intern not only becomes aware of the importance of such personal rapport; but, as a daily member of the legislative community, he becomes a part of it.

During my internship, I had significant exposure to bureaucratic as well as legislative politics. My sponsor was very interested in educational legislation and I spent much of my time as a liaison between the Health, Education and Welfare Committee and the Department of Education. Thus, I had the opportunity to observe and compare the two distinct orbits of government --the political and the bureaucratic. My experience underscored my suspicions as to the tremendous gap between these two worlds and the difficulty in bridging it. Of the two, I found the political realm of the legislature far more invigorating and creative.

The internship is not a success unless it goes beyond the level of observation. It is based on the premise that the best education stems from active participation. The form of involvement may vary widely from legislative research to issue analysis to political legwork. What is most important for the intern as well as the sponsor is the feeling that he or she has contributed something substantial to the legislative process. There is no greater sense of satisfaction for an intern than to watch an act he helped draft become a law.

In May of 1972, I concluded my "Internship Critique" by noting:

> I cannot say that the intern program interested me in a governmental career. Rather, my attitude toward politics led to my internship application. However, the past five months have certainly reinforced my desire to be a Rhode Island politician.

When I wrote these words I was already contemplating a race for the General Assembly. The decision to seek legislative office was based on my firm belief that direct participation in government is the best way to convert ideas into reality. Throughout the subsequent campaign I stressed my legislative experience as an intern. Since the incumbent had retired, I was the one candidate who knew "how to get things done in the State House." In retrospect, I attribute my victory in large part to this campaign theme.

For the past three years, I have sponsored and supervised an intern. As a former intern myself, I am far more demanding than most legislative sponsors. However, I believe that in return the sponsor has a great responsibility to his intern. His first obligation is candor. The entire purpose of the internship is to show the student how governemnt really works. Thus, if the sponsor answers questions with textbook platitudes, the entire program fails before it begins. The sponsor must lay a foundation of political background on which the intern can build from his experiences. Without a knowledge of personal factions and political pressures the legislative process will remain an enigma.

The intern-sponsor relationship must be recognized by the legislator to be a two-way street. If he believes that the student has nothing to contribute to the legislative process, the program will again fail before it starts. Rhode Island legislators have no personal staff. Thus, if confidence is placed in the intern, he or she can fill a tremendous void. The individual legislator badly needs staff assistance to research and draft legislation, to review and summarize the countless number of bills introduced, to investigate the background of legislation before his committee, and to carry out the countless constituent services he is called on to perform. The intern's ability to meet these demands is surprising. That capacity will steadily grow if there is an ongoing opportunity to prove all that he can do. Many sponsors are so concerned with overburdening a student who must also meet his academic responsibilities that the intern is left with little to do but observe. This leads to a friendly but unproductive relationship. To potential sponsors, I would stress that the greater the degree of intern participation in the work of the legislature, the more valuable the educational experience. I would also add that no artificial line should be drawn between the governmental and political components of a legislator's view of public life; an intern must be fully exposed to both segments of the overall system.

Beyond candor and confidence, the sponsor must provide the intern with a sense of direction. It is wrong for an intern to become consumed with unrelated details that share no central purpose. Assuming as I do that a prime motive of the intern program is to show students that state government in general, and the legislature in particular, is still a viable and productive forum for solving society's problems, the sponsor must convey his goals to the intern. The student must fully understand the guiding purpose behind the work he is asked to do. The intern need not share the sponsor's political philosophy, but he must be aware of the direction in which his effort is aimed. If legislator and student work openly as partners toward a common governmental goal then the internship will be an invaluable experience for both.

Despite my personal decision to seek public office resulting in part from the intern program, internships are not meant primarily to be a training ground for future government officials. Those students who move on to a career in governmental service would most likely have done so regardless of their internships. The finest public servants are those virtually born with a passion for politics. The intern program is most meaningful for the person who takes his brief experience in government back to other segments of the community. If our political system is to be successful, not only those who work in government but all citizens must have an understanding of public affairs. The former intern will carry with him throughout his life a special insight into the operation of his government. It will lead to a respect for and an identification with the political process. Hopefully, the intern will carry back to his contemporaries the message that "the system may not be perfect but it does work." He now has the responsibility to convince them that "where government is strong, we must support it; and where it is weak, we can strengthen it by our involvement."

An Ideal Situation for an Intern with a Legislator-Sponsor

Marguerite Delucia
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In an ideal situation a student serving as an intern with a state legislator can look forward to an experience in which the intern can (1) greatly assist the legislator-sponsor and (2) undergo a rewarding experience by fulfilling his own personal interest and desire for knowledge in this branch of state government.

Prerequisite to any such ideal situation is, one, that the intern has stated a desire to work in this specific legislative body; two, that the intern have some theoretical knowledge of the formal procedures of the legislature; and, three, that the legislator-sponsor has willingly stated a desire to supervise an intern. A successful internship can only be generated if the student truly feels that the sponsor desires an intern to work with him, for an intern is, in fact, an additional responsibility for the legislator as well as an advantage.

The situation in the legislature is unique also because it is not between an intern and a department of state but a situation between two individuals, of which one, the sponsor, is the controlling factor. The legislator's knowledge and expertise in the legislative process is perhaps greater than the student could obtain elsewhere; however, the sponsor must be willing to share this with the intern. The legislator's attitude here towards the intern can either greatly enhance or curtail the intern's success in the program.

An introductory meeting between the sponsor and the intern is essential to discuss the intern's duties and responsibilities in general during the program, what the sponsor expects from the intern, and what the intern would like to achieve from the program itself. Because each individual differs in personality traits and ability, it is not necessarily an ideal situation to be placed with a sponsor who is a know "activist" in the legislature. Each legislator performs a function in his own unique manner and individual interns may be geared toward different types -- thus, introductory meetings reveal the compatibility of the two.

A good sponsor should insure that the intern is familiar with the specific, formal procedures of the legislative process and instruct him in the informal procedures. He should also be willing to acquaint the intern with his own unique role as a legislator representing a specific area of the state--what area of legislation he is particularly concerned with, why and how he intends to accomplish passage of this legislation. This reveals to the intern that the sponsor not only has confidence in him but that he has trust in him personally as an individual. A good working relationship can only develop if the sponsor shows confidence and trust towards the intern.

From the practical level of on-the-job experience a good sponsor should be willing to mete out work of a diversified nature: clerical, administrative, research or public relations which will not only be helpful to him but at the same time will introduce the intern to all aspects of the process. A good sponsor shows that he has confidence in the student's academic ability by allowing him also to work independently on certain projects, (e.g. research using his own initiative and ability in areas of proposed legislation in which the intern has revealed an interest.)

A sponsor should be willing to allow for frequent meetings with the intern to answer any questions that the intern might bring forth, to check on his performance, and to continue in his willingness to guide or direct the intern if necessary. In addition, the sponsor should keep the intern informed of proposed legislation or important issues coming up in meetings or public hearings which might interest the intern.

I feel that an intern can learn a great deal concerning the legislative process by interning with almost any member of the legislature. However, to undergo an ideal situation, the student needs to be placed with a sponsor who will look upon the intern as an individual who has interests to pursue in the governmental process and a knowledge which he desires to gain during the program. An ideal legislator-sponsor relationship is one which not only realizes that the intern can be a valuable asset by helping the legislator with his work, but one which recognizes that the legislator is a very valuable asset to the intern as one who can give a realistic view of duties and responsibilities of a legislator.

The Personal Relationship Between Intern and Sponsor

Charles J. Donchess
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One of the primary aims of the Rhode Island State Government Internship Program is to acquaint and familiarize students with the workings of government on the state level. In attempting to achieve this goal, the relationship between the intern and his sponsor is of the utmost importance; this relationship will largely determine the relative success of the program for each individual intern. While active in the program, the intern's most intimate and enlightening relationship, and the one that will develop his political awareness most, is the one between the supervisor and himself.

Sponsoring supervisors have indicated in the past that they most desire interns who are willing to dedicate themselves to their assignments and demonstrate imagination and sound judgment in the completion of these assignments, without disrupting the internal mechanisms of the organization in which they work. Considering the admissions process and the motivation of the internship class, these requirements should be met almost without exception.

Working from the assumption that most interns are completely willing and competent to do meaningful work, it becomes clear that the working relationship that is provided is of crucial importance. The most basic distinction that the sponsor must make is the distinction between a student and a worker. On one hand the intern is not working merely to increase the efficiency of the office to which he is assigned, and on the other hand the intern is not present solely to use his working situation as something of an "open classroom." The sponsor should see the intern's role as being somewhere between these two poles. The intern should definitely view himself as an employee of the sponsor, but the primary goal of the program is essentially pointed at broadening the educational experience for those involved. Therefore, the sponsor should utilize the intern's abilities, while simultaneously attempting to create a format that will extend the student's education and give a more clear sense of the functionings of state government. This type of situation will benefit both parties to the highest degree possible.

Most interns are responsible and relatively diligent while participating in the program. If the sponsor can learn to depend on the student to perform up to expectations, the ground-work for a mutually beneficial relationship has been laid. The relationship can move from the employer-employee status to something more substantial. The sponsor ideally will come to conceptualize the intern as almost an aide and not merely as a participating outsider. That is, the sponsor should take whatever opportunity he has to inform the intern of the full implications and ramifications of his work. By seeing how his specific work fits into the entire scheme of the sponsor's governmental role, the intern will be given a more complete educational opportunity. In essence, the sponsor should not hesitate to disseminate valuable, applicable and appropriate information to the intern.

The above discussion is not attempting to place the intern entirely above the more menial and tedious work that needs to be done. Quite the contrary is true. In determining the nature of the jobs to be accomplished by the intern, the sponsor should keep in mind that the intern should experience the entire scope of governmental operations as much as possible. However, the intern should not be confined merely to these types of activities but, rather should be given tasks that are both interesting and important to the agency with which he is involved. If these are the kinds of tasks that are assigned, the sponsor can best take advantage of the volunteer work that is available, and the intern has the best chance to expand educationally.

The sponsor's role should be one that is primarily that of a supervisor. However, the way in which this role is fulfilled is another crucial area that will affect the success of the program for the individual intern. After a task has been assigned and guidelines suggested, the sponsor should rely upon the intern's independence and ability by allowing him to develop his own methods and techniques for completing the tasks assigned. It is important to realize, though, that the intern is most likely carrying a full course-load and is also not completely acquainted with the office and its procedures. For these reasons the sponsor should express an interest in the intern's projects and should be as available as possible to give assistance and advice. Obviously, this is essential.

Finally, though this commentary deals with what constitutes a desirable relationship from an intern's point of view, an examination of the person who is the intern is in order. Regardless of how much opportunity, responsibility and information the sponsor delegates or provides, the relationship will only be as productive and rewarding as the intern is capable. The interm ultimately determines how valuable the relationship and experience will be and must be willing to perform whatever tasks are asked. It is essential that this be done effectively.

If the intern acts with responsibility and dedication, the sponsor can and should be willing to allow the intern to work in a situation that provides variety, responsibility and certainly an educational advantage. Ultimately the relative success of the internship experience rests upon these two propositions: the intern must be willing to apply himself to the extent of his ability, while the sponsor should be willing to utilize these abilities in a way that benefits the agency and the intern most.

SECTION II

CURRENT ISSUES IN PROGRAM ADMINISTRATION

Andrew W. Boesel of the United States Civil Service Commission addresses Newport conferees on intern program funding sources, one current issue in program administration.

Chapter 4

Intern Recruitment and Selection

Section I was concerned with the segments of the internship triangle. We turn now in Section II, to several recurring topics in internship administration that were of fundamental concern to the participants at the Newport Conference. These are: (1) the question of recruitment and selection; (2) academic credit and stipends; (3) adequately financing internships; (4) successfully integrating academic theory with field work; and (5) measures to evaluate both student and program performance.

At least five major questions relate to the recruitment and selection processes used by internship programs in maximizing student participation. At identified at Newport these are: (1) Who should form the potential pool of candidates? (2) How may persons interested in internships be recruited? (3) Who selects the candidates? (4) What criteria are used in accepting some students and rejecting others; (5) To what extent does the selection process systematically exclude certain kinds of persons?

The Potential Pool of Candidates

Directors of intern programs authorized and run by state legislatures or other state agencies, should guarantee that as many of the state's colleges and universities participate as possible. Academic directors in university based programs have a similar obligation to encourage campus-wide participation, making sure that all departments and branches of the university (not just the political science department) have knowledge of, and access to, the program. Broadly based participation should help gain support for field experience learning within the university community. In some situation interns with specialized scientific or technical training might have to be sought out, thus limiting the potential pool of candidates, an eventuality most likely to occur in programs which have graduate level participation. However, for undergraduate internships diversity in the candidate group is a desirable goal which will expose a cross section of students to off-campus experiences as an alternative to the techniques of traditional education.

Recruiting Students as Interns

Recruitment procedures on campus will vary from program to program but there are certain basic steps which were reported at Newport as being followed by most successful efforts. Campus-wide publicity for the program must be assured through descriptive materials published in the college catalogue and in departmental promotional brochures. In addition, the campus media (i.e. school newspapers and radio stations) should be used to advertise the internships well before the deadline for applications. It is desirable for informational materials to include descriptions of some of the types of positions that are available, illustrations of how much former interns enjoyed their experiences, and information about academic credit and stipends, if they are available. The campus coordinator may also find it useful to ask colleagues in other departments to speak to their classes about the internship program. Finally, "word of mouth" can be a useful method of interesting students in participation.

Selecting Candidates

Frequently, the selection of intern program applicants is done by the academic coordinator, possibly in conjunction with a faculty screening committee. Thus, the selection process is "on-campus" and in control of academic managers. In some cases, however, like the practice followed by the former National Center for Education in Politics, the field supervisor's office also takes part in intern selection. In describing the procedure Sydney Wise, former director of the Pennsylvania Center, notes, "The late spring visit to Washington casts the Director in the role of a peddler. The Administrative Aides to Congressmen are given two or three applications to look over and advised that an intern can triple the output of the office and guarantee perpetual reelection....While some flexibility is maintained, the match takes place in most instances."[1]

State based programs may want to involve representatives from all colleges and universities as participants in the selection process. As examples, the Florida and Rhode Island State Intern Programs have a state-wide selection process. In both states, the cooperating colleges and universities nominate candidates who are then screened by a board. In Florida, the screening committee consists of ten members -- five legislators and five academics from the cooperating institutions; however, in Rhode Island the committee is composed entirely of academic advisors from the participating colleges and universities, chaired by an academic coordinator from one of the campuses. Once selected Rhode Island's candidates are then assigned to a legislator, legislative committee, or other state agency, by the Academic Coordinator (representing participating colleges) and the Program Administrator (an employee of the legislature). Assignments are made on the basis of ability and preferences indicated by students on their applications.

The Florida screening board selects a number of acceptable candidates and forwards a list of five or six nominees to each of the legislative committee chairmen, who then make the final selection after interviewing each student.[2] Florida's incorporation of politicians (the committee chairmen) into the selection process is an attempt to assure legislative committee satisfaction with the assigned student. The program directors apparently feel that limited political influence in the selection process is desirable in order to build support for the program in the legislature. Blatant political favoritism in Florida is avoided by the screening committee's nomination of the five or six most qualified candidates. Recognizing, however, that political influence and favoritism in the selection of interns can be a problem various states have chosen to attempt to avoid the practice by legislative mandate or executive order. The Governor's Internship Program in Minnesota deals with this potential trouble spot in the selection process by applying the non-discrimination guidelines of the state's Civil Service System and those of the Department of Human Rights.[3]

Selection Criteria

Many of the program directors at Newport indicated that while intelligence and high grade point average are significant attributes for the successful candidate, other factors like self-assurance and emotional stability are just as important. Moreover, the criteria used in selection depends largely upon what the potential role of the intern is to be, the level and type of student to be involved, and whether the program is for undergraduates, graduate level students, or students in professional training programs. What role the student will play will also depend in part upon the length of time allowed for the internship. If the time period is only two months or a semester, the intern cannot be expected to produce much substantive material. However, for long term internships, covering a period of six to twelve months and involving graduate students, it may be easier to develop stricter, more specific criteria concerning the necessary skills required for selection as interns.

An additional, but important factor, in the selection process is the number of positions available. Those programs able to cultivate a large number of field sponsors that meet the criteria of commitment identified earlier will be able to select a greater number of interns and offer them wider opportunities for placement. In contrast, programs which are burdened with a high number of applications for a very few positions may find it helpful to adopt computerized techniques to assist in the selection process. For instance, the Florida state program has applied the computer to the screening procedure by assigning different values to such criteria as:

(1) grade point averages
(2) test scores
(3) number of degrees
(4) faculty recommendations
(5) percentage of self-support throughout school
(6) work experience
(7) extra points for attending an outstanding university
(8) writing sample.[4]

Selection and Elitism

Criteria, such as those used by Florida may contain a latent, possibly unintentional, bias in favor of certain candidates over others. If there is an intentional bias in the selection guidelines (e.g. only the ablest students will be considered) it should be identified in all promotional materials.

Why do we have to contend with the question of bias in a public service intern program in the first place? Since local, state, and federal governments are placing increasing emphasis on equal employment opportunity, isn't it reasonable to suggest that internship programs would and should do the same?

The answer, of course, is that internships should not have to deal with biases as blatant as sexual or racial discrimination. While it is true that all programs should admit any candidates as long as places are available and the applicants have fulfilled basic course requirements and have the requisite personality characteristics for the program, in fact program administrators sometimes encounter persons who are excellent potential sponsors but will not accept females or Blacks as their interns. Knowing that such biases are operative there is room to doubt that all students have an equal opportunity to serve as interns.

Highly competitive programs which involve comparatively few interns but a large volume of applications may have a different type of bias built into the selection process. For them there may be a tendency to choose as interns only the "brightest" students (i.e. those with the highest academic performance). If the experience of those at Newport is any indication there is not necessarily any correlation between excellence in the classroom and performance in the field. Professor Bernard Hennessy adds:

> The success of the intern, as an intern, will depend generally upon his emotional stability and security more than on his intelligence as measured by I.Q. or academic achievements tests; it will depend more on his energy, tact, and sense of political curiosity, than on his prior experience in political activity.[5]

An additional stratification device applied to some undergraduate programs is prerequisite course work or junior/senior standing. Such requirements preclude certain students from admission creating a bias based on supposed educational experience or principle. William J. Parente states:

> Many faculty believe that the freshman year is too early to effectively utilize this approach (field-centered learning). The third or fourth years--after the student has read into the discipline, knows more of the theory behind the theoretical tools of the discipline, and in general is more sophisticated --are thought to be the time and place for this sort of experience.[6]

Hirschfield and Adler, in "Internships in Politics: The CUNY Experience," raise serious questions about the appropriateness of such prerequisites as class year or grade point average by noting:

> Most students complain, too, that they are inadequately trained in the methods that might optimize their experiences. This lament is not restricted to undergraduates. Among recommendations from former Congressional Fellows, many of whom are political scientists, and trained journalists, was that "A greater exposure to the rationale and techniques of systematic observation should be included in the orientation portion of the program."[7]

To some observers the notion that internships should be limited to the bright, stable, mature students with the requisite political or social science background and junior-senior standing is a more subtle form of "elitism" than sexual or racial discrimination. Why shouldn't the bright but introverted bookworm and the freshman or sophomore with little or no social science course work have a chance to participate in some type of field experience if he manifests the interest? Those who believe in this viewpoint argue, "Extensive practice in the problem-solving approach is needed; we learn by doing and four years of doing will teach more than a final course in the senior year."[8]

It is apparent that the criteria used in the selection of interns is more involved than it seems at first and can result in elitist tendencies. Program administrators must make important decisions in setting up selection criteria and should consider the ramifications of their decisions. As Elaine Sharpe and Thomas Cook summarize:

> At first it would seem that student recruitment is not a problem; however, the program developer must deal with a number of questions...for example, should all students be given the opportunity to participate or should an attempt be made to recruit only the "best students"? Student interns are, after all, unofficial representatives of the academic institution; one student intern who does an unsatisfactory job with a particular agency may cause the agency to withdraw from the program. On the other hand, if internships are available only to the very best students then the department is, in effect, closing off this opportunity for other students to learn. It could even be argued that the internship program is more important for the mediocre student, for it might spark the student's interest and motivate him or her to do better work.[9]

In the final analysis the question is one of being selective in the choice of intern candidates while avoiding elitism. It is certainly necessary to have standards which intern candidates must meet and they will vary according to the role the intern is expected to play. But arbitrariness in establishing and applying these standards is to be avoided if internships are to serve as a viable alternative to traditional education.

Chapter 5

Academic Credit and Stipends

The programs represented at Newport indicated that there is a trend in internships towards providing students with academic credit and/or stipends. Impetus for this movement has come from a tightening job market and student needs for marketable skills. This development may be one way of involving a broader spectrum of persons by enabling students to participate in internships who would otherwise not be able to do so. Unless credit or a stipend is provided the low income student putting himself through college may be unable to afford the time to take part in a field experience in addition to his academic responsibilities. Similarly, sufficient remuneration may permit graduate students who are not affluent to get involved in off-campus programs. In fact it was suggested at the conference that stipends may be more appropriate for graduate students than for undergraduates.

Stipends

Leon S. Cohen, Coordinator of the Illinois Legislative Staff Internship Program, reports in a 1975 study on state legislative internships that 80 per cent of the 30 programs responding to a questionnaire paid compensation of some sort. Cohen also found that "those programs which pay the highest stipends tend to be those which are composed basically of students who have completed their undergraduate work and who are in programs which last an academic semester or more."[1] Cohen found that programs in seven of twenty-four states pay from $500 to $750 monthly as stipends for participating students. Only one of the seven states above the $500 per month level admits undergraduates--North Dakota.[2] Although hard and fast rules cannot be set on how much stipends should be, the five hundred to seven hundred dollar amounts identified by Cohen do not appear to be unreasonable for a graduate student's services.

When payment is involved, whatever the amount, the question of whether salary received in internship programs is taxable as income has to be addressed. Fellowships which are solely for the educational benefit of the student--with no strings attached--are not taxable, nor are funds provided to students earmarked for intern related expenses (e.g. travel costs and meals).

have observed that, "Interns who receive neither credit nor pay for their work will tend to cut corners on their services, leading their principal sponsors to deny them all, but the most routine and mundane tasks because they are unreliable. We believe that an academically sound internship must be given academic credit."[8]

Nonetheless, there are administrative problems inherent in awarding credit. Professor Jeanne Patterson, highlights some of these when she comments that sometimes: "Students are graduating and can't apply the credit; or they are going on to graduate school but have no specific curriculum to which to apply it; or they loose financial assistance or scholarships because they are not enrolled 'full-time' or 'on-campus'...Out-of-state graduate students find that, off-campus, they loose fee remission status and have to pay heavy out-of-state tuition for credit in summer programs. The result is a lot of confusion for internship programs...."[9]

Some of these problems may be very real ones for students involved in experiential learning, but new means to alleviate difficulties of this sort are appearing. For example, the Washington Center for Learning Alternatives, a new organization based in Washington, D.C., is a mechanism which meets some of the concerns cited by Patterson. The WCLA provides colleges and universities from across the nation with an opportunity to have their students (1) housed in Washington, (2) placed with governmental agencies and public interest groups as full-time interns (35 hours weekly), (3) supervised and evaluated by the Center's professional staff, and (4) participate in small academic seminars.[10] During the period of the Washington internship the individual officially continues as a student at his home institution which also awards credit in accordance with local campus policy. Under this arrangement many of the problems associated with applying credit, student residency or status, and loss of financial assistance can be averted. According to the Center, twenty-four colleges and universities were availing themselves of its services in September, 1975, and an additional twenty were expected to do so in the Spring of the 1975-1976 academic year.[11]

Even though innovative institutions like WCLA are being created, some educators with a traditional outlook seriously question the appropriateness of awarding academic credit for an experience that they are not convinced can be educationally sound and which is, in any case, difficult to evaluate.

However, stipends exceeding legitimate costs are taxable if interns perform services subject to the direction or supervision of the host agency.[3]

The United States Supreme Court upheld the validity of the Internal Revenue Service Regulations dealing with scholarships in *Bingler v. Johnson* holding that ordinarily scholarships or fellowships are without a *quid pro quo* on the part of the recipient.[4] Amplifying upon this ruling the Tax Court of the United States observed:

> The regulations are thus designed, at least in part, to distinguish relatively disinterested payments made primarily for the purpose of furthering the education of the recipient from payments made primarily to reward or induce the recipient's performance of services for the benefit of the payer.[5]

In continuing to deal with this complicated issue the I.R.S. declared more recently:

> "If students are paid for working under the supervision and the direction of their employers, and the students' activities are of benefit to the employer and the amounts received by the students are the same as those received by other employees with the same background and experience doing similar work...the entire amounts paid are compensation for present employment services...[and,hence,are taxable income][6]

Defining what constitues an employer-employee relationship for determining taxable income is an important concept in this area. According to the working definition of employer-employee relationships used by financial aid officers involved in work study programs, such a relationship exists when "real work" is performed by the student, not "make work."

PSI News summarizes the murky and obscure legal niceties of the law on this subject by observing:

> It would appear that any obligation placed upon the student by the sponsoring agency either in terms of future employment or current services...would lead to questions concerning the acceptability of the grant as excludable gross income. It becomes the obligation of the recipient student to prove that the primary purpose of the grant is to further his or her individual education.[7]

Academic Credit

Money is one form of possible compensation for a college student; academic credit is another. Professors Robert Hirschfield and Norman Adler

One of these critics, Professor Sydney Wise, a seasoned intern coordinator, observes that students in most internship programs receive uniformly high grades--usually "A" or "A-." A "C" is considered to be the equivalent of a failure.[12] These grades demean the value of college credit in his view and reflect the difficulty of measuring what is learned in an experiential situation. He feels that assessing student performance in these instances is so subjective that while stipends may be suitable, academic credit is not. Some administrators take an opposing position. The great number of high grades may only be a reflection of a trend towards so-called "grade inflation" in all areas of course work. Nonetheless, the implications of Professor Wise's belief that academic credit is inappropriate transcends the matter of grade inflation. He stresses, "the courses not taken will never be taken....College professors might consider very carefully the full implication of allowing such a casual denigration of the traditional purposes of the academy."[13]

Other educators do not share Wise's view pointing out that academic credit is seldom given for merely attending lectures or reading assigned materials. As Professors John B. Stephenson and Robert F. Sexton declare, "It is important that academic credit is usually not given for the work or activity itself, but rather for the reflection upon it...No matter what the method, the goal is the integration of facts, ideas, and experience into a synthesis of understanding."[14] For them any experience which helps to broaden a student's basic knowledge should receive academic credit, and they insist internships are not only an acceptable teaching mode but also a valuable one. They observe: "Credit would be awarded not for the field experience itself but for the total experience."[15] The full intellectual process is completed by seminars, readings, logs, and research reports under the tutelage of an alert academic.

While educators continue to debate the pros and cons of awarding credit analysts may neglect to ask a most basic question: Is academic credit really wanted by all students who participate in internships? Professor Patterson points out that many students are reluctant to take on the extra burden of an internship, especially when they face the normal pressures of a regular course load.[16] Others may feel that field experience comes too early in their academic career and may fear that they are not prepared to integrate off-compus experience with academic theory. Some may simply want the experience to appear on a personal resume without having to worry about achieving a "grade" in another course.

Regardless of faculty debate or student desire, there are hard data that suggest a movement towards credit in many intern programs. Cooperative education supplies an excellent example of this point. A survey of cooperative education programs in 1971, revealed that only one-third of the schools with "co-op ed" granted academic credit.[17] But by 1975, fully 58 per cent of 726 operating programs in the United States and Canada granted credit according to a survey prepared by the Cooperative Education Research Center of Northeastern University.[18] The movement towards providing credit will undoubtedly continue, but the words of caution of persons like Professor Syndey Wise cannot, and should not, be dismissed lightly.

Chapter 6

Financing Internships

A popular topic at any internship conference is that of how and where to secure the funds required to finance field experiences. The importance of money was not ignored at Newport. Andrew W. Boesel, Director of the Office of Faculty Fellows and Personnel Mobility, United States Civil Service Commission, presented a major luncheon address at the Newport conference on this topic. This essay draws heavily from Mr. Boesel's presentation. Interpretation and amplification of his remarks are, of course, the responsibility of the monograph writers.

Developing a Financing Strategy

Creativity and innovation are essential ingredients in any general strategy that intends to secure funds to carry out an effective internship program. In putting together a funding strategy, internship program administrators should be careful not to think in terms of the strictly rational or logical. Success requires that the illogical, even the irrational, path be explored because government at all levels -- federal, state, and local -- has grown like Topsy, and this growth has lacked a grand design or master plan. If this simple truth is not learned, search for support will be inhibited by a failure to piece together the wide variety of contacts needed for a financing package to emerge.

The federal government's response to internships to date has been fragmented and uncoordinated. It has been characterized by a multitude of actors, constantly changing ground rules, differing eligibility requirements, and a variety of filing dates and guidelines. Consequently, the likelihood of securing total support from a single source is not great and numerous possible funding possibilities need to be explored. At best, one agency may be found to help with some activities, while others must be turned to for different program needs. In more concrete terms, internships require support for two kinds of activities; administration and coordination is one and student stipends or salaries the other. Both can be very expensive, but presently most federal aid that might support internship programs will subsidize only one activity,not the other.

To date, the national government has played its most significant role by assisting with the initiation of innovative programs on college campuses. For example, since public funds have become available for Cooperative Education the number of participating schools has more than doubled. No doubt federal monies will continue to help in this manner. However, in the long run once seed money is exhausted it is the university and the agency employing interns that will be expected to "pay the freight." These are the institutions that have a collective responsibility to insure funding, something schools should readily be willing to do once internships are recognized by them as an integral part of the educational process. Cooperating sponsors have regularly demonstrated a willingness to provide support if they receive a definite service for their investment. Once again, the popularity of the cooperative education movement provides an example of the continuing commitment of host agencies after interns have demonstrated their worth. Bluntly put, the government in Washington may play an increasing role in granting money for programs; however, it cannot be relied upon for continued long-range support. But if students provide quality work, sponsoring agencies should be willing to fill in any gap left by the departure of the federal government.

An Action Plan

No foolproof plan that will guarantee successful fund raising exists. Because all internship programs are different in various ways, each is required to develop a tailor-made blueprint that will meet its own goals and objectives. Nevertheless, Mr. Boesel was able to supply a few general rules that he thought would prove helpful in securing financial support regardless of the type of program. The first of these has already been implied; program administrators must be prepared to explore a wide variety of funding agencies and can expect that at least half of their applications and inquiries will be rejected. Unless this probable course of events is anticipated, expectations of success will likely be too high and will soon result in discouragement that will lead one to give up the effort prematurely. On the other hand, a "shot-gun" approach to grant applications is to be avoided. In developing proposals, the guidelines and requirements should be read carefully and the proposal must be drafted to meet the purposes of the potential funding source. This process requires flexibility and a little imagination on the part of the applicant as he strives to put together a proposal that will meet his program's objectives and the purposes of the prospective funding agency. What really matters is that the director be able to make the link between the grant proposal he submits and his program's stated goals without artificially straining.

Boesel's second bit of advice in developing an action plan is to first institutionalize the intern program before seeking grant assistance, if at all possible. In the university this requires evidence of a commitment to the program, possibly in the form of an initial financial investment and, at the very least, a willingness to make appropriate personnel available to coordinate the effort. Additionally, if the college curriculum committee has approved student credit and departments have developed a course structure, there will be clear evidence that the school is serious about providing adequate professional support. This spadework will not go unnoticed by prospective funding sources. If the institutionalization process also incorporates host agencies by demonstrating interest on the part of their personnel and previous examples of satisfactory cooperative efforts between agency representatives and the university, grant applications have an even better chance of success. Funding agencies may like the idea of joint projects and the prospect of success for a proposal will increase substantially if mutual interest and cordiality can be shown.

Finally, in attempting to sell a program Boesel urged program coordinators to keep clearly in mind their personal perspectives toward internships. What roles have they played in the internship process? Have they employed interns? Have they trained them while they were adjunct faculty members? Possibly they were previous participants in internships. If so, they could consider what they learned as a result of these experiences and incorporate the personal enthusiasm developed into the effort to obtain program funding.

Some Funding Sources

In his remarks Boesel identified a number of potential funding sources. These include:

The Intergovernmental Personnel Act. This legislation is a modified block grant program that channels funds to the states and through the states to local governments. In doing so it seeks to achieve two major purposes: (1) improve personnel management and (2) provide in-service training for local government employees. In addition, the act authorizes support for a mobility and exchange program through which personnel from one level of government or a college and university faculty member may expand knowledge through experience in a different setting. As a possible consequence of this mobility, a special expertise may be made available to a unit of government that would otherwise lack it. One portion of the Act, Title II, Section 202, provides funds for strengthening the recruitment, selection, assignment, and development of handicapped persons, women, and members of disadvantaged groups.

IPA does not stand for "IT PAYS FOR ANYTHING;" however, IPA resources can be used to support some internship proposals with ingenuity and initiative on the part of intern administrators. Examples of this include the involvement of interns in personnel management projects or as assistants in on-the-job training sessions. Students can also secure an orientation to management positions, leading to the development of specific skills. In such instances IPA funds can be applied to both administrative costs and intern salaries. Generally, however, IPA money is limited to administration,

The bulk of IPA funds are distributed among the states on a formula basis, and are controlled within the state by the governor and his designee, in most cases the state personnel agent. Under IPA's ground rules application for funds is limited to state and local governments; tapping this source of revenue requires cooperative participation with these agencies.

One state that has successfully used IPA to further the cause of experiential learning is Minnesota. Its success may serve as a model for efforts elsewhere. Grant money was used to assist with the development of a clearinghouse designed to open up opportunities for effective student participation in government. In March, 1975, Mary Des Roches, administrator of IPA for Minnesota,reported that approximately 350 placements were being made each year, all for academic credit under faculty supervision with most students receiving $2.50 to $3.50 per hour for their services from the cooperating agencies.[1]

The Minnesota IPA also funded the salary of a graduate student who serves as executive secretary to the Minnesota Government College Council, an organization consisting of representatives from higher education, federal, state and local governments. Its purpose is to discuss matters of mutual concern and serve as a vehicle for the exchange of information relating to the preparation of students for government service.[2] As the Minnesota example demonstrates, IPA can be a valuable adjunct in the development of support services for field experiences.

Title I, Higher Education Act, 1965. As the community service and continuing education portion of the Higher Education Act, this legislation supports programs designed to expand educational opportunities of the educationally disadvantaged. States apply for funding through their Departments of Education which, in turn, award grants to colleges and universities. In administering these projects, the services of student interns can be utilized and the grant proposal can request support for both administrative costs and for salaries. Title I guidelines prohibit the use of federal funds to supplant revenue that would already be available from other sources and also stipulate that the program seeking funds must be one that would not otherwise exist. Because of a prohibition against funding "in-school" students, writing an acceptable proposal that includes stipends is a challenge but not an impossibility.

Cooperative Higher Education. Funded in the amount of $10,750,000 for fiscal 1975, this legislation is the federal government's most comprehensive single response for the support of internship administration but it provides no funds for student stipends or salaries. Grants are available to institutions of higher education for the planning, establishment, or expansion of cooperative education programs with up to $170,000 having been awarded in recent years to a single school for programs involving training, research, and the administration of field placements. Any college or university is eligible to apply for support.

Education for the Public Service Act. After several years of delay, this act received its first appropriation for the 1975 fiscal year. The law provides support to colleges and universities in their efforts to establish and administer graduate public service education. In addition, a portion of the money is available as graduate fellowships for persons planning to embark upon public service careers.

College Work Study. CWS is one of the most frequently used federal funding programs in the support of off-campus experiences. Under Title IV, Part C of the Higher Education Act of 1965, grants are provided to help underwrite part-time employment for needy college students. Initially, when CWS funds became available, virtually all students were employed on college campuses as a source of inexpensive labor. The school needed to meet only 20 percent of the student's wages; the federal grant provided the balance. More recently an increasing number of students have been placed in off-campus positions many of which relate to their fields of academic preparation. The last several congresses have looked much less favorably upon continuing appropriations for work-study and alternate sources for salary support may have to be sought in the near future.[3] Presently CWS is funded at an annual level of $390 million.

Social Security Act, Title XX. This legislation, which became operational in 1975, may provide funds for training programs between state social service agencies and educational institutions. This support can be translated into internships designed to train future employees. Title XX money can also be used to support agency utilization of volunteers.

Categorical Grants, Block Grants, and Revenue Sharing. Mr. Boesel emphasized in his remarks that the rules of cooperative federalism have undergone major changes in the last few years. He pointed out that the "New Federalism" has stressed decentralization with state and local priority setting. One of the things that this has meant is that for the most part funding proposals are now being scrutinized most closely at either the state or regional level. This more localized screening process, in turn, requires that prospective grantees keep their ears to the ground and suggest responses to real and perceived needs at this level. It also suggests that internship administrators, in addition to keeping in touch locally, should consider any revenue sharing money, categorical or block grants as potential sources of support for student stipends. They may be pleasantly surprised to discover that if students can be engaged in project-related work they can be paid. Because federal programs come and go, and the rules of the game are constantly changing, flexibility is essential if maximum use is to be made of the opportunities for federal support.

Other Sources. There are undoubtedly additional federal sources that may be applied to internship programs; but the major ones have been mentioned. In addition to federal assistance,Mr. Boesel pointed to private foundations and agency salary budgets as additional potential sources. The former, private foundations, were once a boon to such successful internship efforts as the National Center for Education in Politics and its state affiliates but they are now turning their attention elsewhere.

Existing funds budgeted by state and local governments or business for salary purposes are a major source of internship stipends. Approximately 70 percent of local government budgets go into salaries; about the same proportion of state funds are used for meeting payrolls. These resources can be tapped if internship administrators provide agencies with high quality people who can bring to their tasks good communication skills, analytical research capabilities, and an orientation to the work place. For this to occur requires retooling on the part of colleges and universities. Faculty will have to rid themselves of the belief that students are the saviours of society, and college administrators will have to develop a new reward structure that will provide release time and adequate compensation for faculty supervision. The supervisors themselves will have to be able to convince prospective host agencies that students will be productive, require less compensation, and that their participation will result in improved public service. If as initial placements are made agency heads like what they see, they will find the funds that will permit the continued expansion of internship opportunities. This is the most promising ultimate answer to the issue of funding off-campus learning experiences.

One Potential Source. One potential approach that would assist governmental internships in the future is contained in legislation suggested by Senator Hubert Humphrey. Humphrey's proposal would authorize the federal government to subsidize three-month student internships in government agencies. The bill's 1974 version would have amended the Higher Education Act of 1965 to create a new Title XII called "Political Leadership Intern Program Act of 1974." Under its terms the national government was to spend five million dollars per year to fund 6,800 three-month interns in government agencies. Approximately sixteen interns would participate in each

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congressional district, each intern receiving a $780 stipend for a twelve-week period. State and local governments would match the federal funds and institutions of higher education in each state would administer the program.[4] Aid of this sort would be of help in the short run for this type of internship, but a dependence on this funding base would be unwise since even in the best of times federal monies usually can only serve to initiate efforts not to sustain them. In planning for the future, it should be remembered that the great strength of many continuing intern programs rests with their ability to generate state and local financial support.

Chapter 7

The Integrating Experience

Some type of formal effort relating field work to classroom concepts was reported as being used by most persons at Newport. Descriptions from other programs not represented at the conference further suggest that it is common in the internship field to have some type of integrating experience as a part of the endeavor. A lively discussion on the need for this sort of "spoon feeding" (as one conferee put it) broke out at one of the workshop sessions as some participants wondered aloud what seminars, logs, or papers -- all parts of the traditional educational format -- added to allegedly non-traditional, innovative field experience education. Although there is a difference of opinion among program administrators on the necessity of integrating seminars, many academic see them as needed for at least two reasons. First, to quote Professor Bernard Hennessy once again, internships worthy of the name "present the student with an opportunity for the systematic and continuous examination of the experience in relation to generalization of the subject matter."[1] Secondly, and quite pragmatically, the probability of being able to secure course-load credit for both students and faculty increases substantially if curriculum committees see a concrete academic component incorporated in proposed internship offerings.

Three major vehicles are used by various programs to help the student relate work experiences to academic theory and literature. These approaches are: (1) some type of seminar format; (2) a lecture series with interaction between students and practitioners encouraged; and (3) conferences between faculty members and students. Some use a combination of the three.

Seminars

The Illinois Legislative Staff Internship program seminar is typical of what appears to be the most commonly used approach to integration. The Illinois academic components are described this way:

> In addition to practical exposure to the political process, the interns participate in a weekly seminar that emphasizes the formal academic study of government. The interns' seminar experiences fuse their practical involvement with systematic research in politics and government.... Interns receive two units of graduate credit for work done in the seminar and these credits may be applied toward advanced graduate degrees.

> The seminar offers the interns the opportunity to share common experiences and relate them to contemporary studies in politics. Discussion is supplemented with readings and periodic reports. In connection with the seminar, each intern is expected to conduct an extensive research project during the course of his internship.[2]

Seminars provide an opportunity for a face-to-face exchange among the interns. They are a useful vehicle for relating theory to practice through interface. However, their strongest point -- small groups exchanging ideas -- can also limit their use. Programs which have restricted funding and place in the field more than thirty-five students may find it impractical to secure the required discussion leaders. For them, the lecture series is an alternative arrangement that could be more workable.

Lecture Series

The lecture series technique may involve a single lecture for each session with a unifying theme for the entire series (essentially the approach adopted by the City University of New York Internship in New York City Government), or it may attempt to serve as a core introductory course to a specific area of inquiry (e.g., state government). The latter format is that followed by the state internship program of Rhode Island, among others.

CUNY's internship, involving students from the several City University campuses, is federal in its organizational structure. Each campus conducts a separate, usually thematic seminar for its own students who are enrolled in the program; additionally, monthly colloquia are conducted at the University Graduate Center under the supervision of the program coordinators. In response to student suggestions, the colloquia for each semester revolved around a single basic theme.

The 1970-71 CUNY annual report provides this explanation of the forums:

> Students were provided with a packet of materials, sent to them at the beginning of the academic year, including documents normally unavailable to undergraduates, relating to the topics to be discussed each month.
>
> Each meeting begins and ends with an informal coffee hour, during which students, faculty, guests and speakers can discuss areas of common interest. The format varies according to the number of guests and subject matter. Generally, there is a short presentation, followed by discussion among panelists, and then a lengthy question-and-answer period. Each month, students are assigned to rooms for small group discussion under the direction of faculty....[3]

The Rhode Island plan, drawing students from all colleges and universities in the state plus a small select group of high school participants, is predicated upon the assumption that the vast majority of college and high school students -- regardless of their major field -- receive, at best, only a limited introduction to the realities of state government. Therefore, the seminars attempt to serve as a basic introduction to Rhode Island state government. To accomplish this goal, formal lectures on such topics as "The Background and History of State Politics," "State Legislatures and Legislators," "Legislative Influentials," "The Politics of Executive Policy Making," "Budgets and Financing in State Government," "The Role of the Lobbyists," "Judicial Politics," and "City-State Relations" are presented each week throughout the semester-long internship. Each of the two-hour sessions includes a presentation by an academic and two or three practitioners. These lectures are followed by an opportunity for questions and comments by the interns. To further help students understand the state political system readings are assigned weekly,keyed to the topics included in the lectures. Together, the lectures and readings provide a vehicle through which the student is able to place his field experience into context.[4]

Individual and Small Group Conferences

A third technique used to assist with the integration process is the conference. In individual conferences, the faculty advisor usually meets several times during the semester with each student. The advantage of this approach is that it relies upon personal contact between student and faculty. The principal difficulty is that group interaction and sharing of ideas and experiences is lacking. To partially compensate for this potential drawback, some programs combine the approaches of a small, infrequently meeting seminar with individual conferences. The Public Service Program at Rhode Island College is an example. Here students meet together for the first three weeks of the semester when the service-learning model is discussed along with potential problem areas. The group does not meet formally again until the semester's end when each student's project is shared. In the interim, intern-faculty conferences are held on a regular basis.

Illinois State University relies even more heavily upon individual meetings for integration. Students meet initially for an organizational class meeting; after that, integration is accomplished mainly through individual meetings between the intern and the program coordinator. Professor Joseph Honan, in a paper he presented at Newport, stressed the importance of developing rapport with interns on a one-to-one basis to assure adequate integration of theory with the field experience. According to Professor Honan:

> It is important to conduct the individual meetings with the interns in an informal and relaxed atmosphere. It is axiomatic that a rapport has to be established in order to get the intern to talk about what he is getting or lacking in the experience. Otherwise, the sessions will basically revolve around a dialogue of what he has been doing. Actually, that aspect needs to be learned and it should be inquired of early in the meeting so that the deeper probes can be made.... The coordinator needs to look for the application or use of the intern's expertise and the development of any new skills or abilities in the intern.[5]

In addition to heavily emphasizing the importance of individual conferences, Professor Honan also assigns readings and requires that students keep a field experience journal and a written precis of materials which they have read.

No single approach for relating theory to practice will be equally useful to all programs. However, if field experiences are to be linked with the student's academic preparation, a systematic effort to accomplish this goal must be undertaken.

Chapter 8

Approaches to Internship Evaluation

The diversity in the growing number of internship experiences makes comparison from one program to another difficult. To further complicate matters, information about procedures used by various internship programs in other localities is only sometimes available and generalizations about internship characteristics are hard to make because many programs are the products of local political cultures.

Within the last few years, however, one problem common to all experiential learning that has received increased attention has been the matter of program evaluation. Spurred on by the rapid growth of internships, program coordinators have sought more scientifically based techniques and procedures for evaluation purposes. Nevertheless, there remain a number of programs where evaluation takes place in a haphazard fashion and where one can legitimately question the objectivity of the methods used.

Before cataloging current approaches to intern assessment, it may be valuable to discuss two dimensions of the meaning of the word "evaluation."[1] First, evaluation can mean the review and assessment of an entire internship program. In this context,procedures for recruitment and selection of interns, the choice of field sponsors, funding arrangements, relations to academic institutions, and other administrative problems and details might be considered. In a second context "evaluation" may mean the development of criteria for assessing achievement by students who have participated in the program. Here one is concerned with the creation of verifiable measures of student progress in both the affective and the cognitive domains. To measure achievement, it is necessary to (1) identify the student's academic improvement which can be attributed to the internship experience and (2) determine whether or not the student's attitudes towards government or the workplace have changed.

Both dimensions of "evaluation" are related in the sense that program structure should be designed to facilitate the intern's educational growth. Periodic reviews and assessments of program components should come from feedback secured through such devices as student, field sponsor and academic advisor reports and survey questionnaires. By building effective evaluation instruments and utilizing them carefully, internship coordinators can and should alter program characteristics to make their program of more educational benefit to the participants.

With the growing awareness of the need for useful evaluation instruments, a number of recent articles and studies have dealt specifically with techniques for assessing individual student achievement. These attempts can be divided into three categories according to the sophistication of the procedures involved:

(1) The Impressionistic Model
(2) The Educational Objectives Model
(3) The Standardized Package Model.

The Impressionistic Model

In this approach an evaluation of the intern is made and a final grade assigned on the basis of a report on the intern provided by the field sponsor, a research paper which is graded by the academic advisor, and the academic advisor's "impression" of how well the intern performed. In some cases a letter grade is avoided by using a pass/fail system. This type of evaluation process is probably the most common among internship programs, but it suffers from several drawbacks. Frequently, the program has no clearly articulated educational goals for the student and systematic means of measuring attitudinal changes are lacking. Moreover, the measurement of cognitive learning is based solely on a research paper which may not reveal the full extent of the knowledge the intern gained.

Therefore, impressionistic evaluation procedures may not indicate program deficiencies which could be revealed by more effective evaluation tools. Administrators who use this approach often have difficulty in divorcing their judgment of the program's worth from their aspirations for it.[2]

The Educational Objectives Model

Drawing from educational research, some scholars have attempted to build a theory of the internship process. They emphasize that the first step in genuine evaluation is the definition of goals for the internship experience and point out that evaluation without a clear understanding of program objectives is useless. Many of the authors insisting upon a statement of goals and objectives suggest that they fall into three categories: education, research and public service.[3] They then suggest that the second step in creating an evaluation process is to determine (1) what kind of factors should be evaluated and (2) what methods are appropriate for evaluation. Several scholars have attempted to resolve the latter question. However, these attempts represent a "shotgun" approach in which few of their techniques or methods can be linked together in any systematic way. These individualized efforts will be identified and discussed below.

In a study of the North Carolina Service Learning Project, Kiel (1972) identifies four different learning outcomes to be measured in the evaluation process: (1) humanism and involvement versus alienation and isolation, (2) positive versus negative community learning, (3) great versus small impact upon immediate plans and behavior, and (4) realism and maturity versus naïveté. Kiel distinguishes among seventeen variables related to the student, the learning environment and the interactions between the intern and the sponsoring agency to assess the degree of advancement by the student in the four categories mentioned above. Kiel reports that his study indicates that there were few differences between the students' assessment of their learning and the faculty or agency sponsors' assessment of the students.[4]

Similarly, Angus (1973) in his paper, "Evaluating Experiential Education," describes a comprehensive list of both methods and techniques for evaluation. He includes among others:

(1) How well the intern completed tasks and assignments;
(2) Intermediate feedback from on-site visits by advisors;
(3) Written evaluations by agency supervisors and the faculty advisor;
(4) Final reports from students;
(5) Pre-, during-, and post-experience questionnaires;
(6) Post-field experience seminars;
(7) Self-evaluation by the student.[5]

Also, in 1973 Honan, using a content analysis of the statements of ten students who described what they had learned from their experiences, was able to determine sixteen types of learning that could be expected from internships. These range from "understanding the effects of red tape," to "awareness of citizen concern," to "positive feeling from accomplishments." Ultimately, Honan reduces the sixteen categories to three major dimensions to be evaluated: problem-solving, affectiveness and achievement. He writes "these should become the objectives for future intern programs."[6]

Dealing with another area of concern, Thomas Williams (1974) in an examination of the Goergia Internship Program employs as his approach an open-ended question technique. He asked faculty and students involved in the program, "What criteria or measures should be considered by faculty advisors in assigning grades to interns?" He found a surprising amount of agreement between the faculty and the interns as to the variables to be measured in the evaluation process including: the intern's attitude and interest, project accomplishment, the degree of cooperation, the experience gained by the student, time and work involved, type of internship, and outside course requirements. Attitude, interest, and experience gained were rated as the most important factors.

In a second part of his study, referring to how to measure these variables, Williams finds that both the students and the faculty believe that the intern's final paper and the field sponsor's report are the most legitimate measures of evaluation.[7]

From a somewhat different perspective, F. S. Redburn (1974) concentrates upon the uniqueness of each intern's experience and suggests that the proper focus of evaluation should be the development of the individual rather than measuring changes in group characteristics. He indicates that this approach is necessary because of the great diversity of students who become interns and he proposes that evaluation should measure changes in the attitudes and behavior that occur in the student during and after the internship. To complete the evaluation of each student, he utilized a Q-factor analysis technique to identify clusters of interns who held similar sets of attitudes and to measure the change or lack of it that took place in them after they had completed the program. Redburn discovered that few changes occurred in most intern attitudes towards government and he suggests that his findings be used to redefine and restructure the internship experience at his university.[8]

Finally, some scholars who have participated in internship administration have attempted to ascertain the value of their programs by conducting studies designed to determine if the internship experience had any long-term effects on the behavior or careers of former interns. To do this, they utilized questionnaires administered sometime after the experience ended. Bernard Hennessy, in his 1970 pioneering study of the National Center for Education in Politics, finds that "political internships are intellectually, professionally, and personally rewarding for advanced graduate students" in their later careers.[9] Balutis and Nunez (1974) in their assessment of New York legislative interns conclude that the program affected the careers of the interns -- their positions, their mobility, and their knowledge and understanding of politics. The program was judged as having a positive effect.[10]

Barbara DeShong found in a 1974 study of sixty-eight former students in the Governor's Public Service Intern Program of Texas that participation had a significant impact on the career choices and attitudes of the interns towards the governmental process. Over 80 percent of those surveyed found that the internship had provided valuable skills for their future career, made them more aware of constraints on public officials,and instilled a stronger desire to participate in the governmental process. She also discovered that 82 percent were employed or were considering employment in government service. DeShong concluded that the Texas program has been "effective in recruiting student talent for careers in government agencies... [and that] ...exposure as interns to public service career activities increases the possibility that the public sector will be selected for employment."[11] More studies of this type need to be conducted.

These individualized efforts by academics to evaluate their own programs may serve as models for others in building evaluation instruments. As Williams reminds us:

> The conclusion to draw from all these studies is that the types of learning that accrue from internships which students recognize as important may be unlike those which are measured in classroom settings. Faculty advisors need to be aware of this and plan for these other types of learning as they help the intern to establish goals and objectives and as they engage in evaluation.[12]

The Standardized Package Model

In reviewing current procedures used in internship assessment, Hedlund (1973) suggests seven guidelines that should be followed in developing future evaluation instruments. These include:

(1) The intern program should be built around a clear concern with possible learning outcomes. Such outcomes should be formulated on a theoretical level with attention given to strategies that will maximize the attainment of these goals.

(2) Periodic evaluation of the program should be undertaken by someone not directly involved in the program.

(3) Any evaluation must be particularly sensitive to problems of measurement.

(4) Any evaluation should use the best social science techniques available for collecting and analyzing data.

(5) All persons associated with the program should be included in the evaluation.

(6) No aspect of the program should be overlooked or immune from analysis.

(7) Greater effort must be made to communicate the findings and the results of theory testing and theory building to a larger audience.[13]

Recently, two major efforts which follow Hedlund's guidelines have been undertaken-- MODEVAL and CAEL. These "packages" promise to provide administrators in experiential education with evaluation tools which can be used in a variety of settings and at a reasonable cost.

MODEVAL, designed by B. Armajani and L. Cheaney at the University of Indiana's Center for Public Affairs, attempts to bridge the gap caused by the unique features of various intern programs. MODEVAL uses a series of modular computerized packages which are applicable to virtually all field experience learning. Different modules can be used by different programs to measure progress toward a particular goal. MODEVAL will:

> ... be based on data from four questionnaires. These include a pre-inventory and a post-experience questionnaire. The types of questions in each module will depend on the nature of the objective to be measured.... Each module contains specific predictor variables designed to determine what program features contributed to successful completion of an objective....This will allow program administrators to improve progress towards their objectives by maximizing those program features strongly related to success.[14]

Another project with broad implications is the Cooperative Assessment of Experiential Learning (CAEL) project being undertaken currently by the Educational Testing Service, Princeton, N. J., and a number of colleges and universities. CAEL is concerned with building a collection of appropriate evaluation tools and in writing manuals and guidelines to facilitate the use of such materials. These materials will not include traditional exams but rather performance ratings, simulation tests, portfolio evaluations, etc.[14]

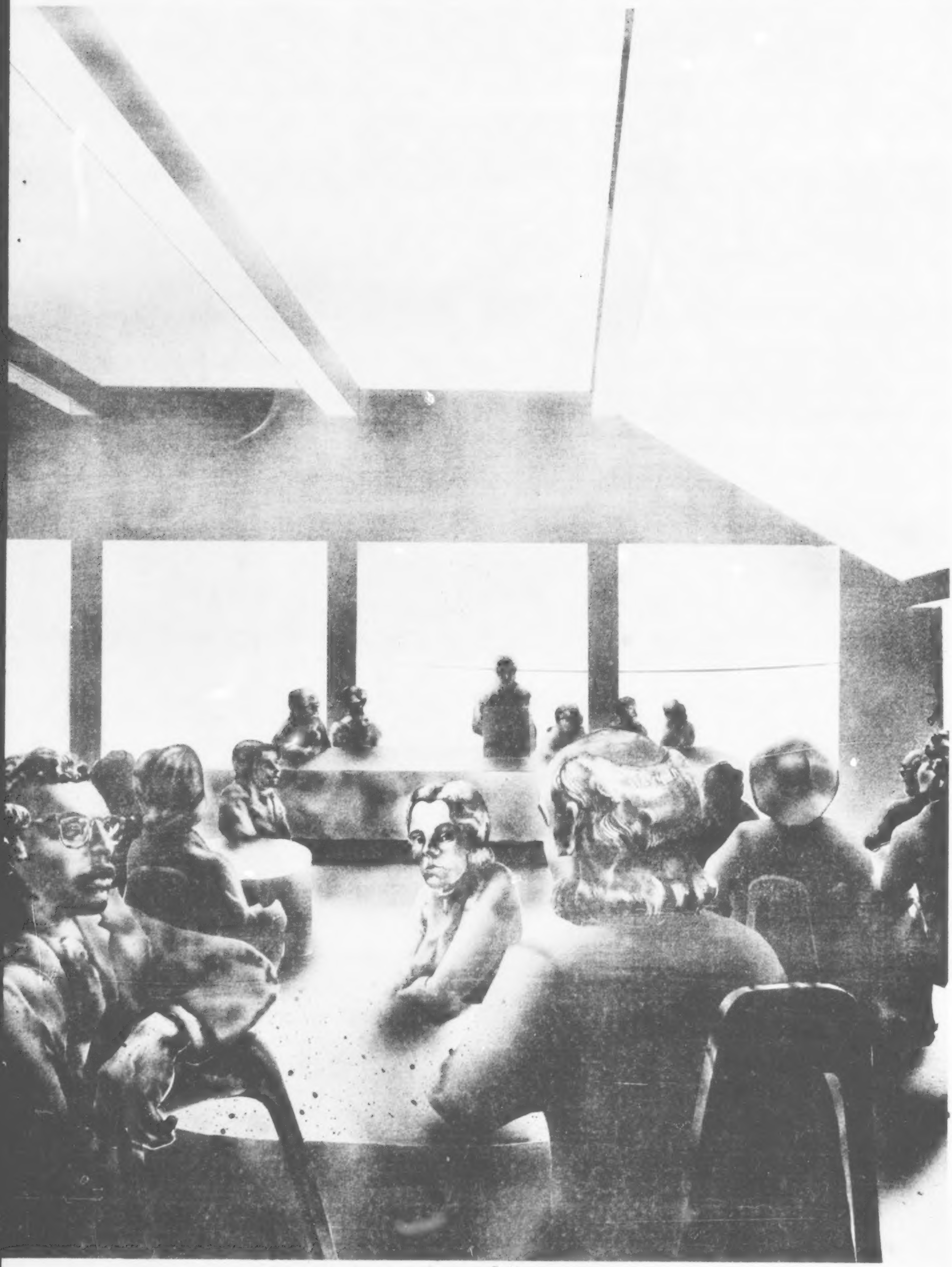
Programs like MODEVAL and CAEL represent the strongest attempt to date to upgrade internship evaluation procedures. They will provide data on both intern performance and program structure and characteristics. MODEVAL and CAEL are evidence of the current trend towards more quantitative and social science oriented approaches to evaluation.

The preceding review of internship evaluation techniques indicates that procedures are in a state of flux -- with many new competing proposals and methods receiving attention. Although the diversity of current intern-experiential-alternate learning programs is great, this lack of commonality and the difficulty it causes in making inter-program comparison may be alleviated by the current focus on evaluation procedures. The introduction of more advanced evaluation techniques and packages should also mark a movement away from the impressionistic model of intern assessment. Impressionistic analysis will not be removed overnight since many program directors are tied to routine operating procedures for programs they perceive to be running well. Needless to say, these persons may be reluctant to face the uncertainty and questioning of program values that may arise from new evaluation methods. The hesitancy to change may be more pronounced where directors are not trained in educational theory but have a background solely in political science or public administration. A key issue then for the future will be the development of means for transferring the new technology of intern program assessment to the large number of programs that are relatively isolated and self-contained.

Until common efforts at evaluation techniques are established and accepted by a wide variety of programs,there will not be sufficient data to make meaningful generalizations about interns, their performance, and the quality of internship programs. To those who must support and defend the experiential learning process as educationally justifiable, the current period of uncertainty is disquieting. One way to prove the educational relevance of internships is to foster sound evaluation instruments which will substantiate the claims made by program administrators. To accomplish this goal will require closer collaboration among the professions. Political scientists, public administrators, program directors, and specialists in educational learning theory must cooperate in building satisfactory measures

Conference participants
discuss the future of
public service internships.

for alternate learning programs. To build a bridge between these professional groups is not easy but innovations like MODEVAL and CAEL demonstrate that it is possible.



CONCLUSION

Summary Perspectives

Two different viewpoints which summarize many of the ideas expressed in the previous essays were presented by Peter Edelman, University of Massachusetts Vice-President in his opening address at Newport, and Donald Herzberg, Dean of the Graduate School of Public Affairs at Georgetown University,in his closing conference talk. The approaches of Edelman and Herzberg represent contrasting perspectives on current and future trends in field experience education.

Edelman believes that a university must be adaptive and willing to provide students at all levels with the opportunity and encouragement to participate in internships. He contends that to establish these kinds of programs, curriculum committees must be willing to break with academic traditions. Administrators must also develop flexible scheduling practices to facilitate off-campus involvement by students and to permit faculty to have the needed time for field supervision. Believing that students bring back to the classroom a special type of knowledge gained from their field placement which will enrich education for both their fellow students and the faculty, Edelman views internships as appropriate for both full-time undergraduate or graduate students and for those in mid-career through programs in continuing education. To support these efforts, Edelman indicates that both public agencies and private enterprise should provide incentives for employees who wish to extend and enrich their education.

The University of Massachusetts Vice-President sees a multiplicity of possibilities for experiential learning and urges that all students take the opportunity to go out into the field. The expansion of this type of program is vital to keeping the university in touch with and serving the needs of its community, according to Edelman. For him, student interns can be service oriented, perform the function of monitoring public agencies, or even act as advocates for an illusive concept -- the "public interest."

In contrast, Dean Herzberg describes a field experience that is narrower in scope. He believes that the best internships take place at the graduate level in such areas as political science, public administration, law and public health. These experiences should be an integral part of professional training. In describing the Masters of Public Administration degree requirements at Georgetown, Herzberg comments that the student is expected to acquire a specific "trade skill" like city planning, environmental protection, or health care management, as well as a general knowledge of government administration and the political process. He believes that internships are the place for pre-professionals to test out the skills and theories gained in the classroom and he sees an eventual shift in graduate education to the greater utilization of experiential learning.

Herzberg comments that today legislative and administrative agencies in state and national government look more favorably upon specialized interns like law students or M.P.A. candidates who are capable of doing research which is of sufficient value to the sponsoring agency to justify the time spent working with the student. For this reason he forecasts a declining interest in undergraduate internships by government departments.

It is likely that both the approach of Edelman and that of Herzberg will be utilized in the future; each serves a different need. Edelman's belief that all students should participate in field placements will be attractive to colleges and universities that have a community service orientation or those that wish to provide a more practically based curriculum that acquaints students with career opportunities. Herzberg's approach may be pursued by graduate and professional schools as they seek to give students more expertise and marketable skills in their specialized fields.

Nonetheless, there are some inherent problems with both styles. For example, Herzberg's emphasis on pre-professional training of a highly specialized nature raises the question of "elitism" because placement openings are so limited. In contrast, while Edelman's approach will permit more students to be involved in experiential learning other difficulties arise out of the advocacy role which he feels students might appropriately play. Should elements of a university community take sides on political or social questions? How careful must program administrators be to balance placements so that interns are assigned to groups on all sides of an issue? Professor Sidney Wise warns:

> Thus far, the academy has overwhelmingly succeeded in resisting most intrusions into the details of curriculum and academic freedom by emphasizing its devotion to the life of the mind.... But the movement from the emphasis on reason and research to the exaltation of learning by doing could be another matter. The attempt of the academy to politicize the community is an invitation for the community to politicize the academy....When our

> students become activists rather than learners and part of the arrangement includes course credit, we will all be groping for answers to some very contentious questions.... And it is difficult to argue that the benefits that such programs can generate will justify the risks.[1]

Edelman's broad-based view of internship possibilities can be challenged on other grounds as well. Unless field experiences are properly designed and supervised, we cannot be sure that the learning that takes place will be as valuable as that which is derived from the more traditional on-campus learning situation. This problem becomes more acute when students are permitted, as they sometimes are, to take nine or twelve academic credit hours in off-campus work. Until the kind and quality of learning occurring in field experience education can be adequately assessed, caution must be exercised in expanding these programs too rapidly.

Persistent Problems

The concerns arising from this discussion of Edelman's and Herzberg's viewpoints lead to several other recurring questions with which the participants of the Newport conference struggled. Among the issues continuing to plague internship administrators in the mid-1970's are: (1) pre-professional training vs. liberal arts education: (2) the appropriate academic level for field experiences (secondary, undergraduate, or graduate); (3) our need to, and capability for, developing a common definition of internship experiences; (4) the necessity to improve communications among programs and professionals in the field; and (5) questions surrounding employer-intern wage relationships and the reactions of organized labor.

Pre-professional Training vs. Liberal Arts. On the matter of whether off-campus experiences should be limited to pre-professional training (i.e., the practicum type) or should be expanded to involve liberal arts students as well, there appeared to be two schools of thought which divided the conferees. These positions are illustrated in part by the remarks of Edelman and Herzberg discussed earlier. More recently, Professors John B. Stephenson and Robert F. Sexton have argued forcefully that field experiences have a legitimate role to play in liberal arts education. They assert that one way to enhance the viability of the liberal arts is to create a "marriage of liberal arts objectives with the methods of experiential education which can result in a strengthening of liberal education at a time when circumstances severely threaten its future."[2]

Among the prominent challenges which Stephenson and Sexton perceive as affecting the arts and sciences are an increased emphasis on vocationalism in higher education and in government subsidized programs, along with an influx of a new type of student whose primary motivation is, almost exclusively, job oriented. They also point out that the current movement towards insisting upon measuring accountability in education in quantifiable terms poses a threat to disciplines whose "output" cannot be assessed easily by empirical methods. They further suggest that the self-doubt over the role and purpose of the liberal arts, which they believe is prevalent among educators today, might be alleviated by blending traditional liberal arts goals with experience based educational formats.[3]

Academic Level. Legitimate differences of opinion exist on the second question -- the appropriate educational level for internships. Some evidence on the conferees' perspectives concerning this issue was found in a post-conference evaluation questionnaire to which thirty-nine of sixty-six participants replied (a return rate of 59 percent). Representatives from graduate, undergraduate and high school programs were present at Newport. Seventy-five percent of the questionnaire respondents felt that more emphasis should be placed upon differentiating among the needs, requirements and the reasonable expectations that can be anticipated for the various levels of students involved in internships. Most persons at Newport appeared to see field experiences as an adjunct to education at any stage, provided internships were cautiously designed and adequately monitored to suit the needs of the particular type of student who would be involved. A minority at the conference was of the opinion that field experience should be limited to advanced undergraduates or graduate students only, while another faction felt that the expansion of high school level internships was both feasible and desirable. In fact, opportunities for experiential learning at the secondary school level appear to be increasing in scope and number through such programs as Dr. Sharlene Hirsch's Executive High School Internships -- a program which places high school students with top government and business executives.[4]

Common Definition. The third issue, whether there is sufficient commonality in all internship experience -- public or private -- to permit fruitful discussion among those responsible for directing programs with such diversity was raised frequently at the conference. While those at Newport were not able to resolve this question, the post-conference questionnaire results showed that the respondents were evenly split on whether the educational goals for public and private sector programs are similar.

It has been suggested recently that cooperative efforts between public and private programs can be fruitful. A joint publication by the Korda Project and the Massachusetts Internship Office observes that:

> There are remarkable similarities in the achievements, needs, and problems of all of these programs [i.e., cooperative education, work study, career education, internships, and other paid work experiences]. A few of these are staff training, development of placement sites, curriculum planning, and program assessment. The resolution of all of these issues can exceed the resources of any single program. Here is a challenge which can cooperatively be met.[5]

In evolving such a common definition, one could turn to the example of the City University of New York which has identified ingredients that would appear to be essential for the makeup of any successful internship program, either public or private. According to C.U.N.Y., these are: (1) highly motivated, professionally competent, and politically attuned faculty, (2) understanding of, and commitment to the educational purposes of the internship program on the part of the principal sponsor, as well as faculty and students,(3) well-structured and discipline-related input through regular seminars and classwork, (4) the assignment of written work so that the student can organize his perceptions of his internship experience, (5) academic credit for participants so that the internship is regarded as a legitimate part of the student's curriculum, (6) continuing communication among students, faculty and principals through regular meetings so that an atmosphere of common purpose is maintained, and (7) adequate funding to meet the program's administrative needs and to make possible the inclusion of any student who would gain from an internship experience.[6]

Communications Gap. Although the elements suggested by C.U.N.Y. might serve as a useful guide, the great variety and diversity of programs in the mid-1970's continues and raises a problem of communications among professionals in the field, something quite evident at Newport. Such recent publications as the *National Register of Interests in Internships and Experiential Education*, *Undergraduate Programs of Cooperative Education in the United States and Canada*, and a *Directory of Public Service Internships* are helpful in cataloging program characteristics.[7] They also demonstrate the tremendous variation of field experience learning possibilities that exist today.

Diversity appears to have bred numerous, small, sometimes competing, organizations and conferences which may impede systematic communication and dialogue among persons involved in internship administration. Professor Joseph Honan of Illinois State University highlights this difficulty, "A basic problem that almost everyone concerned with 'experience-based' learning faces sooner or later, is to try to relate to all the ad hoc groups, conferences, centers, societies, and organizations involved in internships, to each other, and to what is going on in the field."[8] It is not unusual for program managers to regularly face the dilemma of choosing which conference to attend and which groups to affiliate with, while at the same time attempting to cope with the ongoing needs of day-to-day teaching and administrative duties.

Some relatively new organizations, such as the Society for Field Experience Education, the Cooperative Education Association and the National Center for Public Service Internships, are attempting to bridge the communications gap. However, often each reaches only its restricted membership through annual meetings and/or publications. For example, the periodicals of the Cooperative Education Association (the semi-annual *Journal of Cooperative Education* and the quarterly *Cooperative Education Newsletter*) have a circulation of 5000. Similarly, the N.C.P.S.I.'s bi-monthly *Public Service Internship News* reached 1000 persons and the newsletter of the *Society for Field Experience Education* went to a mailing list of approximately the same number. In an encouraging development the N.C.P.S.I. and the S.F.E.E. have merged their separate publications and combined their mailing lists into a new newsletter, *Experiential Education*.

For those who want to keep abreast of current trends in experiential learning, the receipt of current information on this frequently changing subject is most important. However, the cost of multiple institutional and/or personal subscriptions or memberships is high and a faculty member or program may be unwilling or unable to afford more than one publication or membership. This may mean that important developments in experiential learning may be missed, a situation made more complicated by the fact that most of these newsletters are not received by college or university libraries.

An improved understanding of the "state of the art" and a sharing of this knowledge is a significant hurdle that field experience educators must overcome to eliminate the fragmented data flow that exists today. A greater role on the part of larger more firmly established organizations may effectively serve to improve communications among professionals and programs through the creation of special sections at national conferences or within publications that deal with internships. For example, Professor Honan has called upon the more than 15,000 member American Society for Public Administration to develop a permanent committee on experiential learning in the public sector. In fact, one step in this direction regionally is presently being considered by A.S.P.A. in the Northeast under the leadership of Professor Clyde McGee of Trinity College. Internship program directors from the area are discussing the feasibility of periodic conferences linked to regional A.S.P.A. meetings.

At the state level a means of establishing an even flow of communication is the creation of an umbrella agency which will provide centralized computer supported services (e.g., placement and evaluation tools) to all internship programs. Rhode Island is one state which has moved in this direction by setting up an internship consortium through its Division on Youth Development within the Department of Community Affairs. Massachusetts is another state attempting to improve communication networks. It is doing so through the publication of a statewide newsletter, The Apprentice, sponsored by the Korda Project and the Massachusetts Internship Office, which is designed to keep all educators in the state informed about developments in innovative education.

Wage Levels and Organized Labor. While slow progress is being made in overcoming the communications difficulties, no easy solutions to the perplexing problems associated with employer-intern wage relationships and the responses of organized labor to an influx of student employees are in sight. Program administrators should be alert to the possibility of student exploitation by employers who, in the private sector, may be overly anxious for profit, and in the public sector see students as a means for keeping personnel costs down.

Both might seek to retain student labor because it is cheap in comparison with that of a union member who would require at least the minimum wage. While students who are paid on an hourly basis will normally receive the minimum wage, those who are awarded a lump sum stipend for their efforts may find that over the prescribed time period they are compensated at an hourly rate which is below the minimum. For example, an intern who receives a stipend of $400 and who is required to work at least twelve hours weekly over a sixteen-week semester (192 hours) gets less than the established minimum when computed on an hourly basis.

Moreover, programs in which compensation is involved will perennially be faced with an ethical dilemma of the possibility that interns might displace regularly employable persons. Especially in a recessionary era program directors may be obliged to justify the existence of student field placements to skeptical union leaders who could view internship schemes as a way of injecting "cheap labor," some might call it "scab" labor, into the employment market. Administrators who insist upon both work and academic components in internships will minimize the dangers which exist here even during a period of economic downturn.

Internship Popularity: Will It Last?

However important the aforementioned issues may appear to be, there are those who view the current enthusiasm for experiential learning as a passing fad. Professor Bernard Hennessy, an educator long associated with political internships, has observed at a recent conference that interest in internships is cyclical. He recalled that in the late 1950's enthusiasm was high. Academics concerned with this approach sought funds, discussed the potential educational value of internships, reviewed techniques for evaluating programs, and considered ways to develop a national communications network to serve the needs of interested parties. They were successful in securing support from several foundations including Ford, Falk, and Danforth and in establishing the National Center for Education in Politics (NCEP) which served a clearinghouse function. Yet by the mid-1960's foundation monies had become scarce and what internships remained were restricted to specialized positions like the American Political Science Association's Congressional Fellowships, the NCEP, no longer funded by Ford, having gone out of existence. By the early 1970's when renewed interest in the internship concept appeared again at a Lexington, Kentucky conference, Hennessy expressed a feeling of *déjà vu*. Remembering his previous experiences in the 1950's, he commented that interest and concern with internships seemed to rise and fall each decade with a new set of actors raising the same questions, not really recognizing that similar issues had been dealt with by previous generations of educators.

The extent to which Hennessy's description of internship cycles applies to the present and future direction of programs depends in part upon whether the shortcomings of earlier efforts are recognized and avoided. Today the internship concept has been broadened in its application to multiple areas of concern. Rather than being limited to the narrow gauge of political experiences of the '50's, internships now cover a broader spectrum of programs at the undergraduate level than has been seen before (e.g., the expansion of cooperative education programs and the development of the service-learning concept). Indicative of this trend is the increasing number of liberal arts majors which have now adopted field experiences as a legitimate part of academic curricula. Moreover, today's internships do not rely as heavily as their predecessors upon support from only one or two financial sources.

Another reason for believing that the momentum behind the field experience movement will not wane is the growing desire to develop theoretical knowledge about the impact of internships upon students, faculty, and institutions. Within the last five years, a number of scholars from diverse fields (e.g., political science, psychology, and education) have attempted to develop models of the internship process to better evaluate the experience behaviorally and to build a "science" of program management. Such research serves the two levels of interest currently evident among professionals involved in field experience learning which are seen at many internship administration conferences like that at Newport. These levels are: (1) the "practical approach" -- how to improve methods for initiating, running, and meeting ongoing program problems and needs; and (2) the "theoretical approach" -- how to develop general knowledge about internships which will aid in comprehending how the learning process occurs.

Even with this expanded interest in developing a more sophisticated understanding of internships, a very real danger exists that proponents of experiential education might not pursue wholeheartedly rigorous evaluation techniques as they are developed fearing that the results might indicate embarrassing shortcomings and weaknesses that would lead to program cutbacks by university administrators or sponsoring government agencies. There is an inherent danger, familiar to all students of organizational behavior, that the growth of a vested faculty interest in promoting internship-type programs may foster protectionism and a desire to maintain existing teaching and administrative positions and levels of funding regardless of the educational merit of the participating students' experiences. Nonetheless, if program administrators are willing to pay careful attention to establishing measures of quality and are willing to take appropriate steps to control the rate of growth so that educational values are not neglected or lost, there is little doubt that non-traditional education will join classroom instruction as a fully legitimate partner in the educational process. Under these circumstances internships will not be simply another passing fad in education.

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Chapter 2

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Chapter 5

Academic Credit and Stipends

[1] Leon S. Cohen, "What is Happening With State Legislative Internship Programs? -- An Overview." A paper presented to National Conference of State Legislatures, Boston, Mass, May, 1975, pp. 9-10.

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[3] See *Internal Revenue Cumulative Bulletin*, U. S. Department of Treasury, 1971-1974 for texts of relevant rulings.

Where work of real service value to the sponsoring agency is undertaken income received is not excludable from gross income and may be taxed. Revenue Rulings on taxable situations during the period 1971-1974 include:

71-346 (A physician trainee in neurology providing services of material benefit to the hospital which did not differ from services of other resident physicians)

71-379 (The activities of a heart research specialist whose work was of primary value to the sponsoring foundation)

71-380 (A "change-agent" intern in a state educational agency whose work was assigned by the agency in keeping with its goals and objectives)

71-417 (A professor whose work benefits both himself and his employer/university)

71-559 (State legislative interns who were in a program whose goals specified the legislature as the prime beneficiary)

72-469 (Resident physician in an optional research program with the hospital sometimes benefiting from the research)

72-607 (Engineering students in a Cooperative Education program providing services to the employer)

73-89 (Medical technologist trainees providing services to hospitals and whose pay is comparable to other employees)

73-218 (Students at a college that requires an outside "work term" under the direction of the employer)

73-255 (A full-time administrative intern in a hospital)

73-256 (Amounts received as state loans by medical students are not excludable to the extent that repayment is no longer required)

74-95 (Fellowship monies received from National Endowment for the Humanities is taxable because the Endowment reserved a "non-exclusive license to use and reproduce" a scholar's work without payment)

74-474 (Veterans Administration student pharmacist performing services of real value to V. A. Hospital)

The I. R. S. has ruled that where work performed is incidental to training and where the work is primarily for the educational benefit of the student, monies received are excludable from gross income. Revenue Rulings describing non-taxable income situations include:

71-344 (Expense monies incidental to a fellowship are not taxable)

71-538 (A biology research intern whose initial duties were observational and whose project was determined by him)

72-568 (Student nurses in anesthesiologist training program performing primarily observational services in a hospital)

73-88 (The Andrew Mellon educational fellowship where recipient is doctoral degree candidate full time)

74-86 (A research grant for personal study awarded by non-profit organization to an individual who was not a candidate for a degree)

74-186 (A clergyman serving a residency in a mental hospital whose work was not essential to the institution.)

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[6] Revenue Ruling 73-218, Internal Revenue Cumulative Bulletin, U. S. Department of Treasury, (1973).

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[10] Washington Center for Learning Alternatives, descriptive brochure, (1976).

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[12] Sidney Wise, "Community Service and the Undergraduate: The Last Tango in Middletown," a paper presented at the APSA conference on political science in the small college, French Lick, Indiana, June, 1973, p.18.

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[12] Williams, "The Faculty Advisors Role...," *op. cit.*, p.9.

[13] Hedlund, "Internship Evaluation: A Review and a Proposal," *op.cit.*, p.8.

[14] "Modeval System Now Available," *PSI News*, February, 1975, p.1 and B. Armajani and L. Cheaney, "MODEVAL: A System For Modular Evaluation of Field Experience Programs," Center for Public Affairs and Service Learning, University of Indiana, 1974.

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APPENDICES

APPENDIX A

A LEARNING CONTRACT

RHODE ISLAND INTERNSHIP PROGRAM

Intern Agreement

This Agreement is entered into this day of
19 by and between the Rhode Island Division on Youth, the internship assignment agency , referred to as "Sponsor,"
and , hereinafter referred to as "Intern."

Whereas the Division on Youth and the Sponsor desire the services of the intern, and the Intern desires the experience that internship with sponsor provides, now therefore, the parties hereby agree each with the other as follows:

1. Responsibilities of Intern: To meet requirements of Rhode Island Internship Program, i.e.,
    - a) Obtain competency training in the field.
    - b) Produce monthly progress reports, due the first of each month.
    - c) Write comprehensive final report, due the last week of internship.
    - d) Attend monthly meetings of all interns, each week of the month.
    - e) Communication and consultation with Sponsor weekly.
    - f) Communication and consultation with Rhode Island Internship Program manager, bi-weekly.
2. Responsibilities of Sponsor: To meet requirements Rhode Island Internship Program, i.e.,
    - a) Provide competency training and supervision for intern. Consult weekly with intern.
    - b) Sign time sheets, send copy to Division of Youth.
    - c) Write monthly evaluations, due the first of each month.
    - d) Write comprehensive final evaluation, due the last day of the internship.
    - e) Meet periodically with Rhode Island Internship Program Manager and intern.
3. Responsibilities of Rhode Island Internship Program Manager to intern:
    - a) Ensure that internship meets standards through meetings and reports.
    - b) Counsel Intern.
    - c) Pay 25 percent and FICA of interns' salary.
    - d) Evaluate intern's work.

4. ASSIGNMENT AND TERM. The general nature of the Intern's assignment shall be____________________
The hours of work shall be____________________
The length of service shall be____________________

5. DUTIES. The duties of the Intern shall include but not be limited to:

____
____
____
____
____

The Department may also require the Intern to attend such general or special meetings as shall be necessary for the proper functioning of the program.

6. ACADEMIC CREDIT. If the internship project is for academic credit, it shall be carried out under the faculty direction of____________________________ ____________________. It is understood that all academic credit is to be arranged by the intern and the educational institution. The educational institution assumes the collateral responsibility with the Sponsor Intern Coordinator to see that the intern fulfills the terms of this agreement.

7. COMPENSATION. As compensation for performance of the duties herein described, the intern shall receive____________________. Said compensation shall constitute payment in full for all functions performed by the intern and shall be made from funds appropriated to____________________________________.

8. STATUS. The intern shall not be a state employee for purposes of the state's life insurance or basic health benefits coverage and shall not accrue vacation or sick leave pursuant to the rules promulgated by the State of Rhode Island Civil Service Department.

9. TERMINATION. In the event that conflicts develop during the internship period, the Supervisor or the intern shall inform the intern coordinator within the Department. After a fifteen-day notice to the other parties, either party may, with the agreement of the Intern Coordinator and the Director of the Governor's Internship Program, terminate this agreement.

IN WITNESS THEREOF, the parties have set their hand on the date (s) indicated below intending to be bound thereby.

Approved:

Rhode Island Internship Program

By____________________________

Title__________________________

Date___________________________

Internship Agency

____

Supervisor

____

Title

____

DATE ___________________________

(if credit)
Education Institution____

Department of____

By____

Title____

Date____

Intern____________________________________

Date_____________________________________

APPENDIX B

PROGRAM: SECOND NEWPORT CONFERENCE ON STUDENTS IN THE PUBLIC SECTOR

First Day

10:30	Pre-Assessment Workshops
11:45	Keynote Banquet Luncheon
2:00	Panels
4:30	Sightseeing
6:30	Dinner
7:30	Roundtable Discussions

Second Day

9:00	Panel
10:30	Workshops
12:00	Luncheon and Speaker
2:30	Sightseeing
6:00	Dinner

Third Day

9:00	Workshops
11:45	Luncheon and Speaker
1:30	Workshops
7:30	Closing Dinner

APPENDIX C

NEWPORT CONFERENCE ON STUDENTS IN THE PUBLIC SECTOR: POST-CONFERENCE EVALUATION

Those who attended the Second Newport Conference on Students in the Public Sector found the conference enjoyable, rewarding, and informative. Respondents to the questionnaire indicated that the conference was valuable and timely, reflecting the growing need for greater communication among internship coordinators throughout the nation.

Thirty-nine of the sixty-six participants in the conference responded to the questionnaire, a return rate of 59 percent. The return rate represents a sound basis on which to form conclusions on the conference format and to make suggestions for the future.

Length of Conference

Respondents were evenly divided as to whether the conference should have been held during the middle of the week (52%), or over the weekend (48%). The returns indicated that one-half of those responding liked the three-day format, while the other half would have preferred a two-day conference. There were some suggestions for a two-and-a-half-day conference format, with the conference ending after luncheon on the third day.

Fifty-seven percent of the respondents reported that time spent on group sightseeing in Newport was about right, while a significant number (37%) felt it should be reduced somewhat or rescheduled so as not to interfere with the working sessions of the conference during the afternoon. Only 6 percent of the returns indicated a desire to do more sightseeing.

Conference Organization

Eighty-five percent of the respondents indicated that they would have liked to see the round table discussions (which were attended by all conferees together) broken up into smaller groups along lines of interest and specialty. Only 15 percent liked the format in which all groups met together. When queried as to what types of meetings participants would have desired, 45 percent indicated a preference for government related seminars (executive, legislative, and judicial branches), while 30 percent mentioned interest in private sector internship workshops, and 26 percent in work-study programs. The data indicate that a broad-based conference with representatives of a wide variety of internship program types is a desirable format, particularly if the work sessions are geared to the specialized needs of each kind of internship program.

Seventy-five percent of the respondents felt that more effort should have been made to distinguish among different levels of internship programs and their particular needs, i.e., high school, college, and graduate school internships.

Defining the Internship Experience

One of the more heated controversies in Newport occurred over the issue of whether a common definition or understanding of the internship experience can be ascertained. When asked if the conference should have held discussions of this sort, 63 percent indicated that it would have been a good idea, while 37 percent did not feel a need to talk about such "fundamentals." Seventy-one percent of the respondents believed it was possible to develop a common definition of the internship experience for both the public and the private sector. Yet, the respondents were closely divided on whether the educational goals were the same for both the public and private sector programs. Forty-two percent felt that goals were indeed similar, while fifty-five percent indicated that there were separate and distinct needs in the two types of programs.

Most of the respondents (72%) thought that it would have been useful to have a special panel of educators set up to deal with the abstract question of the role of the internship experience in education. Some respondents commented that this would have provided a valuable integrating core to the conference. However, others felt that since many of the participants were themselves academics who doubled as internship coordinators that there already existed a pool of experts who could have been called upon for the type of educational theory and guidance that many participants wanted.

In addition, almost all respondents believed that a special series of workshops with intern field sponsors (e.g., legislators, government and business executives, etc.) would have been especially fruitful. This would have enabled the academic coordinators to gain a better understanding of the perspectives of the field sponsor -- what he/she wants and expects from interns and what they felt they could provide in training and advice. Many respondents felt that a dialogue between coordinators and field sponsors would have been stimulating.

Rewarding Aspects of the Newport Conference

When asked about the specific parts of the conference they found rewarding, 84 percent of the respondents indicated that personal contacts and friendships developed in Newport were most valuable, while acquiring specific information about internship programs in other states and localities came in a close second (61%). Many persons found the round table discussion either very or moderately rewarding. Almost all respondents thought the luncheon and dinner addresses by outside speakers and formal presentations of academic papers about internships and internship evaluation at least moderately rewarding. Table I provides more complete data on this matter.

TABLE I

Most Rewarding Aspects of the Conference

	Most rewarding	Moderately rewarding	Least rewarding	
Lunch and Dinner Talks	17%	74%	9%	N=35
Round Table Seminars	38%	59%	3%	N=34
Seminar Papers	16%	68%	16%	N=38
Personal Contacts	84%	16%	0%	N=37
Information About Program Formats in Other States	61%	31%	8%	N=36

Representative Comments and Suggestions by Conference Participants

(1) Most Rewarding Part of Conference:

"The initial part of the program -- where we all got to know each other was great! This helped the conference participants to coalesce as a group. More time should be given to this in the future."

"...seeing friends and associates, making new contacts in the field."

"...meeting and talking with the directors of other state legislative intern programs."

"...the renewed commitment I got to experiential education from meeting with colleagues and learning about their programs."

(2) Funding:

Many of the participants were interested and concerned with the problems of funding internship programs particularly in a time of budget cutbacks in education. Three observed:

"Let's have more discussion of the costs of internship programs and how to keep them from being eliminated in times of budget retrenchment."

"Funding information is always of interest!"

"Spend more time on the methods of financing interns. We are only working with work-study funds now, and the time may come when these dry up."

(3) Conference Organization:

"Have one general session at the beginning for people to find out who's who and then divide up into substantive area groupings for the remainder of the conference."

"Divide up the groups government vs. private sector -- we're talking about completely different animals!"

"Conferees could make better use of their time by attending only those seminars relevant to their particular problems."

"Distinguish between undergraduate and graduate programs wherever possible. Perhaps high school should be dealt with separately or left out."

"The total group should not remain together for everything -- [this was] obviously frustrating to people like myself, only a beginner in internship administration, while others were widely experienced."

(4) Evaluation of Conference Coordinators:

"I thought it was a great conference, very well organized. Ollie Thompson and Herman Rose did a great job."

"I got some important ideas at the Newport conference, and I thoroughly enjoyed the atmosphere and hospitality. Your effort in Rhode Island is much appreciated."

"...an extremely rewarding conference; I intend to participate again next year."

"Ollie: Thank you for all the hard work you put into the last two Newport Conferences. They were valuable to me and I know to others. I hope they continue."

"The freedom and ease of the meetings during the conference was in great part due to the fine work of Herman Rose and Ollie Thompson. Thanks for such a fine occasion."

"The Newport Conference was much more enjoyable than the usual professional conference!"

(5) Suggestions for Improvement:

"I really did enjoy the sightseeing, but I feel it should not come in the middle of the conference. Sightseeing should either be at the beginning or the end so that it does not cut into the time which can be used for systematic development of the conference theme."

"The sightseeing tours helped to break up the meetings and gave us a chance to return to the next seminar with fresh ideas."

"Perhaps some of the leisure time activities which conflicted with the working day ought to be reduced. The many social activities and the high registration fees were suggestive of a vacation."

"Perhaps the expense for music at the state dinner is unnecessary."

"I don't feel the state dinner coming on the last night adds that much; perhaps it would be better taken advantage of at the opening of the conference or on the first night."

"Please don't plan the conference around the social events. Conference invitations should indicate the content of the planned seminars."

"Limit the scope of the topics of the conference; no conclusions can be drawn when the format is so huge."

"Set up small group brainstorming sessions on particular issues in experiential learning. Have the groups report to a final plenary meeting."

"Try to limit presentations which simply relate the program of one state or school. Try to have a less formal structure to the conference. Provide opportunities for individuals to identify common problems and to think creatively about them. There was really no mechanism for creative problem solving."

"The effectiveness of conferences of this type may be diluted by attempting to cover all aspects of internships at each conference. We might want to concentrate on public sector internships one year and private sector internships another year."

(6) Defining the Internship Experience:

"Don't try to develop an overall consensus on goals for the public and private sector."

"The goals are fundamentally the same: i.e., to provide an individual with the opportunity to develop skills, perspectives and insights into career objectives."

"The basic philosophy and practical approaches apply to each."

"Educational goals would not necessarily differ -- but educational content and preparation would."

Summary of Recommendations for Future Conferences

(1) Change format to include smaller workshops by subject area.

(2) Develop specific themes or subjects for the conference.

(3) De-emphasize slightly sightseeing.

(4) Shorten length of luncheon and dinner talks; have major (state) dinner on first night of conference.

(5) Try to keep registration fees down.

(6) Reduce conference length to 2 1/2 days, ending at noon on third day.

APPENDIX D

INTERNSHIP ORGANIZATION ADDRESSES

American Society for Public Administration

Executive Director
American Society for Public Administration
1225 Connecticut Avenue, N. W.
Washington, D. C. 20036

Center for Public Affairs Service-Learning

Lee Cheaney, Director
Center for Public Affairs Service-Learning
Poplars Research and Conference, Suite #1
400 East 7th Street
Bloomington, Indiana 47401

Cooperative Education Association

Stewart B. Collins
Executive Office
Cooperative Education Association
c/o Drexel University
Philadelphia, Pa. 19104

Executive High School Internships of America

Sharlene P. Hirsch, National Director
Executive High School Internships of America
680 Fifth Avenue
New York, New York 10019

National Center for Public Service Internships

Richard A. Ungerer, Executive Director
National Center for Public Service Internship Programs
Suite 601, 1735 Eye Street, N. W.
Washington, D. C. 20036

National Conference of State Legislatures

Office of State-Federal Relations
National Conference of State Legislatures
1150 17th Street, N. W., Suite 608
Washington, D. C. 20036

National Services Secretariat

Donald C. Eberly, Director
National Service Secretariat
5140 Sherrier Place, N. W.
Washington, D. C. 20016

Society for Field Experience Education

Michael Hart, President
Society for Field Experience Education
3842 Admiral Drive
Atlanta, Ga. 30341

Southern Regional Education Board

Harlan T. Cooper
Director of Internships
Southern Regional Education Board
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Atlanta, Ga. 30313

Washington Center for Learning Alternatives

William M. Burke, President
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Washington, D. C. 20036

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